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ABSTRACT

A group of senior faculty members of the University of Rhodesia initiated a study of attitudes to education among certain influential sections of opinion within the country and the implications for future educational planning. The study began with the interviewing of selected witnesses with interests in educational policy from among the political parties, agriculture, industry, the professions, the trade unions, and other influential groups. The intention was to identify and examine focal attitudes and aspirations, rather than to attempt any statistical analysis of opinion regarding education through the population as a whole. A second stage in the study consisted of the holding of group discussions with educational and other groups to examine certain key questions that had emerged from the interview stage. Finally members of the faculty conducted a series of discussions among themselves, supported by pertinent data from Rhodesia and other developing countries. As a result of the discussions among faculty members, certain principles and general guidelines were formulated as likely to form an effective basis for future educational development in this country. (Author/MLF)

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REPORT OF AN INVESTIGATION INTO THE POSSIBILITIES FOR EDUCATIONAL DEVELOPMENT IN RHODESIA-ZIMBABWE AFTER A POLITICAL SETTLEMENT

Salisbury, April 1978.

For Summary of Recommendations see pp. 56-65.

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REPORT OF AN INVESTIGATION INTO THE POSSIBILITIES FOR EDUCATIONAL DEVELOPMENT IN RHODESIA-ZIMBABWE AFTER A POLITICAL SETTLEMENT

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CHAPTER 1 - PURPOSE OF THE STUDY

1. Members of the Faculty of Education in the University have for some time been concerned about the need for sound educational planning in order to meet the problems and opportunities of the situation which will result from a settlement of our country's present constitutional disputes.

2. Pending the achievement of a constitutional settlement, it would seem that the normal agencies of educational planning are in an unusually disadvantageous situation to set about their work. On the one hand, there is as yet no established tradition of co-operation between emerging political parties and government departments. In consequence, political leaders are obliged to frame their policies without any substantial help from administrative specialists and official data. On the other hand, there is relatively little contact between educationists working inside Rhodesia and the agencies of international aid. These agencies are often no longer in a position where they can effectively assess priorities and hope to deploy resources to the greatest advantage.

3. With these considerations in mind, a group of senior Faculty members decided, during October 1977, to embark upon a study of attitudes to education amongst certain influential sections of opinion within the country and the implications for future educational planning. The study began with the interviewing of selected witnesses with interests in educational policy from amongst the political parties, agriculture, industry, the professions, the trade unions and other influential groups. The intention was to identify and examine focal attitudes and aspirations, rather than to attempt any statistical analysis of opinion regarding education through the population as a whole. A second stage in the study consisted of the holding of group discussions with educational and other groups to examine certain key questions which had emerged from the interview stage. Finally members of the Faculty conducted a series of discussions amongst themselves, supported by pertinent data from Rhodesia and other developing countries.

4. As a result of the discussions amongst Faculty members, certain principles and general guidelines were formulated as likely to form an effective basis for future educational development in this country. They are put forward here in the hope that they will usefully contribute to the task of those on whom responsibility for decisions about future educational policy will eventually fall.

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CHAPTER 2 - HISTORICAL BACKGROUND

5. The Rhodesian system of state-maintained education, like all others founded under British colonial influence in Africa, has traditionally been divided into separate compartments along racial lines. The Ministry of Education, as re-organised after the dissolution of the Central African Federation in 1963, consists of two Divisions, responsible for African and for European, Asian and Coloured education respectively. With the exception of a very few activities, such as the sharing of a common Audio-Visual Services Centre and the interchange of certain administrative and specialist staff, the two Divisions function as separate entities, having their own administrative organisation, operating instructions and traditions of service.

6. There are certain important distinctions in practice between the two Divisions. Whereas compulsory attendance has not yet been applied to African children, European children have been required to attend school between the ages of seven and fifteen since the passing of Act No. 7 of 1930, and the same requirement has been extended to Asian and Coloured children by Act No. 35 of 1938. Again, African primary school leavers must compete for a relatively small number of secondary school places, while European, Asian and Coloured pupils enjoy almost automatic entry to secondary schools, with government assistance for those who cannot afford to pay the fees. European parents, alone in the country, enjoy considerable freedom in deciding whether their children should receive academic or non-academic forms of secondary education. African pupils face relatively reduced opportunities for proceeding to Sixth Form education on the results of the O Level examinations.

7. According to statistics prepared by the Ministry of Education there were during 1976 (the latest year for which full computation is possible) 870 698 African pupils in government and aided registered schools. 846 258 of these were in primary schools and 43 642 in secondary schools. During the same year there were 65 752 European, Asian and Coloured pupils in government and independent schools, 37 578 of these being in primary schools and 28 174 in secondary schools.

8. During 1976 there were 23 316 registered teachers in government and aided schools for Africans, 21 210 being in primary schools and 2 106 in secondary schools. There were 3 368 teachers in government and independent schools for Europeans, Asians and Coloureds, 1 627 being in primary schools and 1 741 in secondary schools. (It must be borne in mind that the independent school teachers were responsible for 319 African primary pupils and 277 African secondary pupils, included in the totals given in the previous paragraph).

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9. During the Financial Year 1976/7 government expenditure on African education was $41 157 000, distributed as follows: government schools, $6 924 000 (primary, $3 693 500 and secondary, $3 230 500); aided registered schools, $27 390 800 (primary, $20 031 100 and secondary, $7 359 700); teacher education, $2 116 500; other services, $4 725 700.

10. During the same Financial Year government expenditure on European, Asian and Coloured education was $31 199 000, distributed as follows: government schools, $27 044 000 (primary, $12 358 600 and secondary $14 685 400); independent schools, $675 100 (primary $220 000 and secondary, $455 100); higher and post-secondary education (including teacher education and student bursaries), $1 497 000; other services $1 982 900.

11. Official expenditure during the same Financial Year also included a sum of $3 476 000 for technical education, and a grant of $5 869 000 in support of the University of Rhodesia.

12. From educational experience in the past, a number of firm traditions have emerged which can be expected to provide a basis for development in the future.

13. The most important among these traditions is almost certainly that of community development. From H.S. Keigwin, founder of the first government schools for African pupils at Domboshawa in 1920 and Tjolotjo in 1921, has been derived two fundamental principles which tended to dominate official Southern Rhodesian educational policy during the years which followed. Keigwin argued that, in the first place, a small educational advance by large numbers of African people was to be 'infinitely preferred to any scheme for the advancement of the few'; in the second place, the emphasis of education should be placed on such agricultural and industrial instruction as would enable African people to develop a more satisfying and productive way of life in the tribal reserves.

14. These principles received support from the Phelps-Stokes Commission in 1924, with a recommendation for increased financial investment in Keigwin's schools by the Southern Rhodesian Government, which had enjoyed the powers of responsible government since 1923. Subsequent government action included the appointment of the Hadfield Commission in 1929, on the recommendation of which a Department of Native Education was established later in the same year.

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15. Harold Jowitt, the first Director of Native Education, had served in the Natal Education Department under C.T. Loram, whose work The South African Native represented an early attempt to confront the problems of cultural interaction in southern Africa. Like both Keigwin and Loram, Jowitt attempted to relate educational programmes to the overall pace of social and economic development. His essentially paternalistic approach attempted to safeguard the African from 'the less desirable results of civilisation,' notably 'the abandonment of tribal discipline, —— the rapid disappearance of native crafts, and the adulteration of the mother tongue'. His educational programme provided for the extension of Keigwin's ideals of community development to all schools for Africans in the territory. This was done largely through the deployment of the Jeanes Teachers who were sent, as in Kenya, on an itinerant role around the countryside to improve the quality of teachers in the weaker village schools. He also used a team of agricultural demonstrators, under a dynamic American ex-missionary, E.D. Alvord, to persuade missionary educationists of their responsibilities to raise community living standards through emphasis on the educational essentials, health, family life and the increasingly productive use of the environment.

16. The policy of community development was supported by the Kerr Commission Report in 1952, with a recommendation for a gradual extension of local responsibility for education through the establishment of School Boards (paras. 280-1). It was given further support by the Judges Commission Report in 1962, which called on local communities to take over responsibility for virtually all African primary schools, except those still maintained by missionary authorities (paras. 807-8). Community development was also implicit in the Judges Commission's suggestion of a junior secondary course, which, unlike other forms of secondary education, was to have a strongly vocational bias, according to the employment needs of each particular locality (para. 430).

17. The recommendations of the Judges Commission concerning local community control of primary schools were embodied in the Plan for Education, announced by the African Division of the Ministry of Education during 1966. The Plan provided that from 1 January 1967 new primary schools in underdeveloped areas would be opened only under the authority of community boards or local government authorities, and that from 1 January 1968 no new primary schools would be authorised in areas where local government was not already functioning. There are grounds for believing that this timing and method of approach were unwise, in view of the limitations of finance and administrative expertise in many rural communities, and many witnesses interviewed for our survey were highly critical of existing practice in local community control of schools.

18. Another part of the Plan for Education carried into effect the Judges Commission's recommendation for junior secondary schools, which were to have courses with a pre-vocational flavour, strongly linked to the agricultural or industrial needs of particular

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communities. The development of the Junior Secondary Schools (re-designated F2 schools in 1972 and brought within a single category of secondary schools during 1976) has been marked by considerable criticism. There has been criticism of what is not infrequently seen as a 'second-class' type of secondary education, of the value of pre-vocational courses and of the career opportunities for pupils from these schools. Nevertheless, it seems evident that some progress has been achieved in developing new community-based approaches to secondary education. Mr M.G. Mills, Faculty of Education Research Fellow, reporting on the F2 schools during 1974, concluded that 'their system of schooling can inculcate a sense of commitment to rural life if positive measures are taken to bring this about' (p.69). The view that the F2-type is equally desirable for many European pupils was expressed by the European president of a teachers' organisation, interviewed during the present study.

19. Through the work of the Ministry of Education (African Division) Community Development Branch, established in 1964, there are in existence extensive facilities for training local community leaders in a variety of skills. The Community Development Branch operates training centres at Domboshawa, e' Sikovini, Rowa, Senka and Alvord, Fort Victoria. Training facilities are also provided by the Ministry of Internal Affairs, Conservation and Extension Branch, by Tilcor and other agencies. Finally, it should be noted that the University of Rhodesia Institute of Adult Education, founded in 1961, has from the outset fulfilled the function of an agency for the training of adult education practitioners in various fields, thus constituting a platform for the development of expertise in community development at the upper leadership levels.

20. A second important tradition in the Rhodesian educational experience is that of maintaining high standards of achievement at the upper secondary and higher levels. After the grant of responsible government to the Colony of Southern Rhodesia in 1923 there was a movement away from South African and towards United Kingdom educational practice. The movement was probably largely the result of a rejection of incorporation in South Africa by the white electorate in the referendum of 1922, and the consequent desire of white parents to establish a characteristically British community, in which their children would receive educational opportunities comparable to those available in the United Kingdom itself. However, it would appear that there was already some recognition, though from a distinctively European point of view, of the significance of maintaining high educational standards in a situation in which people of different race and culture lived and worked in increasing proximity to each other.

21. The point was recognised by the Tate Commission, reporting on European education in 1928, which considered it necessary 'to develop in the youth of the country the moral stamina to overcome the strong and subtle influences which, in a mixed society like that of Rhodesia are constantly at work to sap the energies and weaken the moral tenacity of the private European' (sec. 19).

22. Although the specific recommendations of the Tate Commission (which included substantial use of correspondence instruction) were not all accepted by the Southern Rhodesian educational authorities, the admonition to maintain high educational standards apparently produced a considerable impact, and resulted in the appointment of H.F.B. Fox, to conduct a further investigation during 1936. Fox's report may not unreasonably be seen as one of the major turning-points in Southern Rhodesia's educational and indeed social history. Amongst a series of recommendations for ensuring a substantial improvement in the quality of secondary education, was the suggestion that the South African examinations previously taken by Southern Rhodesian schools should be replaced by what were seen as the more academically challenging School Certificate and Higher Certificate examinations used in England and Wales, in the event the Cambridge University Local Examinations Syndicate (secs. 10-12).

23. The change to the English-style public examination system, and hence the beginnings of a modern Sixth Form, was incorporated in legislation introduced by the Prime Minister, Sir Godfrey Huggins, during the following year (Act No. 35 of 1938). During 1959 the Central African Federation Ministry of Education, which controlled European, Asian and Coloured education, but not African education (which remainded under the Southern Rhodesia territorial administration), carried through another adjustment to English practice through the adoption of Ordinary and Advanced level examinations. Expeditious arrangements for the marking and return of scripts were negotiated with the Associated Examining Board by the Federal Secretary for Education, and were taken over after the break-up of Federation by the Rhodesian Ministry's European, Asian and Coloured Division.

24. School Certificate and Higher Certificate examinations were taken by pupils in the first academic secondary schools for Africans, founded at St. Augustine's Mission, Penhalonga (1939), Goromonzi (1946) and Fletcher School, Gwelo (1954). By a decision of the Southern Rhodesia Ministry of Education, African schools did not follow the example of European schools in using the services of the Associated Examining Board, since it was considered that the Cambridge Syndicate possessed wider experience of examining pupils who were not native speakers of English. The performance of Rhodesian African candidates at all levels, as recorded by the Cambridge Syndicate's published statistics, has been substantially better than that of candidates from all other African countries.

25. The attempt to establish strong traditions of Sixth Form education has been further assisted by the opening of the University College of Rhodesia and Nyasaland in 1957, an institution committed to the creation of a multi-racial academic community with high standards of achievement. From an early stage the University College set an entrance requirement of two good A level passes.

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26. A third important educational tradition has been the maintenance of close co-operation between government and the various church and missionary authorities who were the pioneers of educational development in this territory before the establishment of a permanent European system of government. This tradition apparently had its origins in the personal intervention of Cecil Rhodes, whose ideas were incorporated in the first Education Ordinance, passed in 1899, authorising public financial assistance to denominational schools and the 'right of entry' of denominational clergy to teach the children of their own persuasion in state-maintained schools.

27. Since then, the principle of a partnership between church and state in the public provision of education has been consistently maintained, though there has been some modification in the terms of the 'right of entry' under the Federation Act No. 15 of 1956, sec.28, and a considerable reduction in missionary responsibility for primary education, as a result of the Plan for Education of 1966.

CHAPTER 3 - GENERAL PRINCIPLES

28. Amongst those who offered views for the purposes of this study, there was a high degree of unanimity concerning certain fundamental issues. Representatives of all African political parties were adamant on the principle of non-racial schooling, which they wanted to apply throughout the state and independent sectors of education with all possible speed. Other African witnesses tended to give more cautious approval to the non-racial principle, being anxious to avoid 'integration for integration's sake' and the flooding of African pupils into European schools. Of the small number of Africans opposed to integrated schooling, one based his opinion on the possibility that integration would break down the traditional culture of each racial group. A leading African businessman advanced the view that 'whites will find that the (social and political) stability they require will be born in multi-racial schools'.

29. European witnesses displayed no opposition to the principle of non-racial schooling. They were, however, deeply concerned about the threat to educational standards which might be presented by a precipitate programme of re-organisation. The spokeswoman for a European opposition party seemed to be expressing widely-held views when she called for certain safeguards: rigid adherence to age limits for particular classes; avoidance of co-education at the lower secondary levels during the early stages of re-organisation; measures to ensure the maintenance of high standards of school administration.

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30. As in other African countries, the goal of compulsory education for all children was accorded very high priority by all African political parties. However, there has been, as yet, little logistical planning as to how, and by what stages, this object will be achieved. All witnesses were agreed upon the need to extend literacy throughout the population. The great majority believed that the main priority for educational development in the post-constitutional settlement period must be the improvement and extension of primary school facilities. A small number of witnesses, representing both African and non-African opinion, pressed the case for an early substantial investment in secondary school facilities. Their views were determined largely by a desire to meet skilled manpower requirements, particularly in technical fields, and to open wider opportunities for scientific and technological education to African pupils.

31. There was general agreement that school fees should continue to be paid. 'One should pay something' an African trade unionist suggested. Some witnesses were anxious to make primary schooling both free and compulsory as soon as possible. They suggested that a system of bursaries and fee remissions should operate in the short term at both primary and secondary levels.

32. There was also general agreement that the teaching medium should generally be English. The spokesman for one African political party considered that vernacular instruction might be desirable at the lower primary level in the case of children in some rural areas. The spokesman for another African political party thought it would be necessary to consult the opinion of teachers on this matter. Virtually all were agreed, however, that the practical needs of commerce and industry, and of communication with the outside world, should be the deciding factors.

33. The great majority of African witnesses believed that at least one African language (i.e. Shona or Sindebele) should be taught to all pupils in our schools, regardless of race or cultural background. They argued that such a requirement would 'lesson the communication gap' and help to foster a sense of national identity amongst all sections of the community. There was enthusiastic support for a much greater emphasis on African studies at all levels of the educational system.

34. European witnesses showed a varied reaction to the suggestions regarding African studies. There seemed to be a general preparedness, and some enthusiasm, for the compulsory teaching of an African language at primary level. Yet at the secondary level, some anxiety was voiced on educational grounds, since it was considered that the incisive study of a language lacking in the thought-forms of Western culture could provide very limited intellectual stimulation for children brought up in the Western cultural tradition.

35. The existing primary school curriculum received very little criticism. The only reforms suggested were greater emphasis on English and on practical training. In the words of the representative of a professional association: 'additional tuition to help the indigenous youth in areas where his background, environment and customs adversely influence his development in a modern world'.

36. In regard to the secondary school curriculum there were demands for greater emphasis to be placed on African languages, science subjects and technical training.

37. The great majority of witnesses were anxious to retain the advantages of international acreditation in the public examination system. However, a few did not regard international acreditation as of much importance. There was a strong feeling in favour of the establishment of a local examining board, with its standards moderated by an appropriate external authority.

38. Witnesses of all racial groups were divided on the question of retaining the existing Sixth Form structure. The representative of one African political party argued strongly for the retention of A Level examinations on the grounds that 'the quality of product is superior'; however, the representative of an allied party was anxious to abolish all Sixth Form education. Other political representatives appeared to be keeping an open mind on the matter. Very committed views on behalf of the abolition of Sixth Form education were put forward by the president of an African teachers' organisation, while a leading African academic was equally insistent that one year of Sixth Form education was sufficient for university entry. Two African trade union officials argued strongly for retention. A leading European trade unionist also affirmed his belief in full Sixth Form education, on the grounds that high standards must be maintained in a meritocracy. Similar views were expressed by a leading member of a European teachers organisation and by representatives of independent schools. Abolition of the second Sixth Form year was advocated by several European business and professional organisations, sometimes with apparent misunderstanding of the educational issues involved; one representative of a professional organisation, believed that this would bring the country into line with 'all the world except southern Britain'.

39. Though it is difficult to deduce any clear lines of opinion from these views on the Sixth Form, it seemed evident that the case for retention was generally pressed on the grounds of the educational needs of a multi-racial meritocracy, or of maintaining international standards, and the case for abolition on the grounds either of concentrating resources on the meeting of immediate utilitarian objectives or of resisting the creation of an academic 'élite'.

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40. All witnesses without exception affirmed their belief in the principle of a fully-autonomous university. However, the representative of one African political party observed that 'the university will be as autonomous as government allows'. There was a clear indication that the University would be expected to justify its autonomy through a substantial contribution to local development in various ways. Moreover, there were indications that the University would be expected to take immediate steps to appoint more African staff to senior positions, to concentrate its resources on courses and research having a clear 'pay-off' in developmental terms, and to maintain less prohibitive entry requirements for certain courses.

41. There was a general awareness of the need to develop facilities for non-academic higher education in order to meet growing demands for technological manpower. The particular need to provide technological manpower to support development in the countryside was emphasised by representatives of The Tribal Trust Development Corporation (Tilcor), who have already produced plans for urban 'growth points' in certain rural areas.

42. An appreciation of the need for in-service teacher education was shared by many witnesses. This was seen to serve three main purposes: helping to bring about a single educational system, ensuring an improvement in the qualifications of teachers and creating awareness of the demands of change.

43. There was widespread awareness of the potential value of adult and continuing education as a means of compensating for deficiencies in the formal school system and as part of a literacy campaign. However, it was evident that little planning has yet been attempted by any political group as to how such facilities should be organised and deployed most effectively. Both a leading educational technologist and a leading Salisbury educational publisher affirmed their belief in the co-ordinated deployment of radio, printed texts, and itinerant teachers through local community centres.

44. There was little opposition to the continued autonomy of independent schools, though all African political parties were insistent that they would not be allowed to practise racial discrimination in any form. One leading African member of the teaching profession envisaged that the independent schools would be 'severely circumscribed', particularly in regard to religious instruction (he could not accept 'education to prepare people for heaven') and the provision of Sixth Form facilities not available within the state system. However, this was apparently unrepresentative of African opinion which tended merely to want assurances that independent schools 'would not interfere with state policy'. Most European witnesses wanted minimal state interference with independent schools, though the representative of one professional association thought they should be required to take the 'national examinations'.

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45. African witnesses raised few objections to the attendance of children at schools and universities outside the country, which they felt to be unavoidable in certain cases where specialist facilities were required.

46. Little planning had apparently been done in regard to the financial support of education. Many witnesses put a high degree of trust in the savings which would accrue upon termination of the present war. There were varying reactions to the possibilities of accepting external aid, but the majority of witnesses, African and non-African alike, were anxious to avoid any form of assistance with 'strings attached'.

47. After consideration of the views expressed by all those with whom we have discussed the present study, it seems reasonable to suggest that the following general principles would provide a consensus on which to base the future development of education in the post-settlement period:

1. The educational system should maintain strict adherence to the principle of non-racialism.

2. In the provision of progressively more generous educational opportunities for all our children, the first priority should be an extension and improvement in the quality of primary schooling.

3. The second priority should be an extension and improvement in the quality of secondary schooling, with particular emphasis on the meeting of skilled manpower needs.

4. An attempt should be made to supplement facilities within the formal school structure through the provision of non-formal facilities.

5. The curriculum at all levels should reflect the traditions and needs of a multi-cultural African society and should promote understanding between different culture-groups.

6. Educational standards at all levels should be as high as possible, in keeping with the circumstances of a meritocratic society.

7. Freedom of parental choice, and the freedoms of independent schools, should be maintained subject only to the observance of adequate educational standards and of the principle of non-racialism.

8. Full university autonomy should be maintained and in return our university should be expected to contribute substantially to national development.

9. There should be substantially increased provision for technological education.

10. The profession of education should receive high esteem in our society.

11. Educational policy and planning should be closely integrated with wider approaches to national development.

CHAPTER 4 - A DEVELOPMENT STRATEGY

48. The task of devising a strategy for the expansion of educational opportunities in our country must begin with the consideration of certain implications in terms of cost and teacher supply. We ourselves have not been in a position to gather a sufficiently comprehensive body of data on which firm projections could be based. We have used certain statistics compiled by the Ministry of Education (African Division) and subsequently checked by a research worker in the Faculty of Education. A number of imponderables are presented in regard to population growth, fall out from class to class, ratios of boarding to day pupils and other matters. Nevertheless, it seems practicable to attempt an approximate calculation of what would be involved in meeting a popular demand for universal primary education, at certain times in the future.

49. Certain assumptions have been made in regard to these calculations. It has been assumed that government will undertake responsibility for the building of all new schools and the running of all schools; that present standards of building, furniture and equipment will be maintained; that compulsory secondary education will be introduced one year after compulsory primary education; that the fall-out from class to class in primary schools will decrease from 5 per cent to 2½ per cent, and that the figure for secondary schools will be 2 per cent; that the proportion of boarders to day pupils will gradually decrease; that the necessary facilities will be available.

50. With such qualifications, the following tables have been produced to indicate enrolment, teachers required and financial cost at 1977 rates:

TABLE A - NO COMPULSORY PRIMARY EDUCATION

	TOTAL ENROLMENT	ANNUAL INCREASE	TEACHER REQUIREMENT	COST ($ 000)
1978	891 100	52 024	24 505	41 238
1980	980 900	44 600	26 975	43 667
1985	1 185 000	41 400	32 588	51 052

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TABLE B - COMPULSORY PRIMARY EDUCATION APPLIED IN 1978

	ENROLMENT INCREASE FROM 1978	TEACHER REQUIREMENT INCREASE FROM 1978	TOTAL ANNUAL COST INCREASE FROM 1978 ($ 000)	EXPENDITURE SINCE JAN. 1978 ($ 000)
1980	210 024	5 775	8 627	163 305
1985	690 374	18 985	19 995	509 449
1990	1 009 474	27 761	33 721	901 923

TABLE C - COMPULSORY PRIMARY EDUCATION APPLIED IN 1980

1980	163 350	4 492	15 273	139 789
1985	682 750	18 776	34 842	469 866
1990	1 062 100	29 208	42 911	869 724

TABLE D - COMPULSORY PRIMARY EDUCATION APPLIED IN 1982

1980	89 800	2 470	2 429	126 945
1985	545 300	14 996	29 701	423 300
1990	1 060 800	29 172	43 801	832 976

TABLE E - COMPULSORY PRIMARY EDUCATION APPLIED IN 1984

1980	89 800	2 470	2 429	126 945
1985	412 600	11 347	22 377	389 344
1990	1 045 100	28 740	50 690	796 508

TABLE F - COMPULSORY PRIMARY EDUCATION APPLIED IN 1986

1980	89 800	2 470	2 429	126 945
1985	293 900	8 082	9 814	366 321
1990	906 600	24 932	47 005	743 569

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TABLE C - COMPULSORY PRIMARY EDUCATION APPLIED IN 1988

	ENROLMENT INCREASE FROM 1978	TEACHER REQUIREMENT INCREASE FROM 1978	TOTAL ANNUAL COST INCREASE FROM 1978 ($ 000)	EXPENDITURE SINCE JAN. 1978 ($ 000)
1980	89 800	2 470	2 429	126 945
1985	293 900	8 082	9 814	366 321
1990	741 500	20 391	39 065	696 344

TABLE H - COMPULSORY PRIMARY EDUCATION APPLIED IN 1990

1980	89 800	2 470	2 429	126 945
1985	293 900	8 082	9 814	366 321
1990	597 400	16 428	32 634	667 411

51. In attempting to make the most effective use of available resources for education development, certain considerations seem to be of overriding importance. First, the main obstacles to educational development can be expected to arise, not from limitations of finance and other forms of material support, but from difficulties in maintaining an adequate supply of well-qualified teachers. Indeed, unless there is recruitment of large numbers of expatriate teachers - an occurrence of which we would disappove on a number of grounds - the teacher supply must be limited by the expansion of the educational system as a whole.

52. Second, it must be accepted that there cannot be any substantial response to demands for increased opportunities for primary schooling, without an accompanying expansion in secondary education. Additional secondary schools will be necessary to make possible the education of more primary teachers. Moreover, it is reasonable to anticipate immediate pressures for an expansion in secondary education, to meet the skilled manpower requirements of a rapidly-expanding complex economy.

53. Third, the circumstances of a developing country, during a period of far-reaching social and political change, call for co-ordinated educational planning, extending over several decades, and little advantage can be expected from makeshift ad hoc arrangements.

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54. After considering various development strategies involving the application of compulsory primary education to all our children within a short time after independence, we decided that the difficulties were too great to allow reasonable hope of success with any of them. The requirements of finance and increased numbers of teachers have been made evident by the statistics already quoted. Educational and sociological problems are likely to be produced by the creation of a school attendance bulge, moving progressively up the primary grades year after year. Though there must undoubtedly be controlled expansion of primary school facilities, to meet the pressures of popular demand, any precipitate application of compulsory attendance should be avoided at this time. In any case, it must be remembered that the administration of compulsory attendance must produce many difficult problems, which would impose a heavy strain on government resources.

55. More hopeful possibilities appear to be presented by an alternative and more revolutionary strategy which has been suggested to us. It is a central principle of this strategy that all pupils permitted to enter the secondary phase of schooling should be expected to justify the expenditure of public money on them by completing at least four years of study, thus achieving a level of education at which they can be expected to contribute to the country's skilled manpower needs. Pupils should enter the Form Is of secondary schools on the results of aptitude testing after completion of Grade 7 in the primary schools. Their acceptance of a secondary school place should take the form of a commitment to complete at least four years of study. This commitment should be required irrespective of the type of secondary school course to be pursued.

56. Fees should continue to be levied for all types of secondary education, though at a fairly low level. A very wide range of scholarships and bursaries should be made available to meet the needs of talented pupils whose educational progress might be threatened by financial considerations.

57. Fees should also continue to be levied in primary schools, in conjunction with the provision of an even wider range of bursary arrangements than in the case of secondary schools.

58. Planned expansion of educational facilities should operate on a broad front, the progressive expansion of primary school facilities being accompanied by an annual increase of up to 5 per cent in the number of available secondary school places.

59. This planned expansion of both primary and secondary school facilities should be closely co-ordinated with an expansion in the numbers of qualified teachers being produced by the various training institutions. A suggested scheme of re-organisation for the training institutions, intended to enable them to meet the increased demands likely to be made of them, appears in a later chapter of this report.

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60. Compulsion should be introduced very gradually in the primary school sector, beginning with the upper Grades. In our view, the appropriate time for the introduction of compulsion to Grades 6-7 will occur when the availability of secondary school places matches 90 per cent of the numbers leaving Grade 7 every year. The practical effect would be to ensure that all pupils entering Grade 6 would be required to complete two further years of primary schooling and subsequently to undertake at least four years of secondary schooling. Thereafter, compulsion should be progressively applied downwards to those entering Grade 4, Grade 2 and Grade 1. It is of course extremely difficult to forecast how long it might take to carry into effect the full programme of compulsion from Grade 1 to Form IV. Present indications would appear to make it unlikely that a period of less than two decades would suffice.

61. In the circumstances of a racially integrated school system, it would appear logical to assume that the arrangements for compulsory education currently applied to European children (Act No. 7 of 1930) and to Asian and Coloured children (Act No. 35 of 1938) should be discontinued, and should be replaced by an application to the whole population of the principles outlined above. European, Asian and Coloured pupils should bid for primary school places on the same terms as African pupils, and should be tested in the same way for suitability for secondary schooling.

62. We do not envisage the application of compulsion to Sixth Form education at any time in the foreseeable future. However, we do foresee a continued, and, in certain respects, an even more crucial role for the Sixth Form in meeting expanding needs for middle and higher level manpower skills. These matters are emphasised in the chapter of the report dealing with the secondary school.

63. It can be expected that the development strategy outlined above will run into difficulties from at least two main directions. In the first place administrative difficulties are likely to arise in regard to pupils who undertake to complete a four-year secondary course, but subsequently drop out along the way. We do not believe that any system of financial sanctions, no matter how rigorously applied, would make any great impact on the removal of such problems. The most important requirement is almost certainly the maintenance of very high standards of school administration. In the second place there are likely to be difficulties caused by pressure for a more rapid movement towards universal primary schooling. Such pressures will have to be resisted. In resisting them, substantial use should be made of a variety of approaches to non-formal education, such as are discussed in a later chapter of the report, which may provide compensatory opportunities for those denied the opportunity of participating in the formal school system.

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64. The considerable advantages of the strategy in terms of cost will be evident from the following projections, produced for us by the Ministry of Education (African Division) and checked by the Faculty of Education's research worker. The projections assume that there will be a requirement of 74 520 teachers by 2001, an increase of 54 520 over the present establishment. In order to produce an average of 2 600 new teachers every year for the next 23 years (making some allowance for casualties), it will be necessary to establish 10 teachers' colleges, in addition to existing institutions, each capable of producing 200 teachers per annum. The estimated cost of providing the 10 colleges, at current rates, is $163 736 000, made up of $25 000 000 for buildings and $138 736 000 for recurrent expenditure, and constituting an annual average of $7 119 000.

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	PRIMARY ENROLMENT	COST $000	SECONDARY ENROLMENT	COST $000	PRIMARY TEACHERS	COST $000	SECONDARY TEACHERS	COST $000	ANNUAL TOTAL $000
1979	936 478	2 005	55 728	32 785	25 752	7 119	2 786	7 051	88 960
1980	980 347	43 321	61 030	48 888	26 958	7 119	3 051	7 051	106 379
1981	1 023 255	44 883	66 763	66 363	28 139	7 119	3 338	7 051	125 416
1982	1 063 000	46 066	75 408	91 925	29 232	7 119	3 770	7 051	152 161
1983	1 104 123	47 830	89 251	133 242	30 363	7 119	4 462	7 051	195 242
1984	1 143 895	49 224	110 465	196 561	31 456	7 119	5 523	7 051	259 955
1985	1 185 076	50 994	142 520	290 583	32 588	7 119	7 126	7 051	355 747
1986	1 227 740	52 830	191 333	433 759	33 762	7 119	9 566	7 051	500 759
1987	1 271 938	54 732	266 855	655 278	34 977	7 119	13 342	7 051	724 180
1988	1 321 492	57 286	363 506	933 784	36 340	7 119	18 175	7 051	1 005 240
1989	1 373 317	59 571	454 346	1 195 546	37 766	7 119	22 717	7 051	1 269 287
1990	1 436 946	63 421	529 190	1 411 221	39 315	7 119	26 459	7 051	1 488 812
1991	1 504 381	66 491	581 509	1 559 284	41 369	7 119	29 075	7 051	1 639 945
1992	1 573 854	69 437	610 049	1 640 053	43 280	7 119	30 502	7 051	1 723 660
1993	1 651 799	73 460	640 557	1 726 390	45 424	7 119	32 027	7 051	1 814 020
1994	1 734 266	77 200	676 848	1 827 223	47 691	7 119	33 842	7 051	1 918 593
1995	1 829 611	82 412	710 358	1 920 327	50 314	7 119	35 517	7 051	2 016 909
1996	1 936 871	87 977	750 239	2 031 133	53 263	7 119	37 511	7 051	2 133 280
1997	2 066 200	95 581	787 057	2 131 528	56 280	7 119	39 352	7 051	2 241 279
1998	2 233 551	104 969	820 528	2 215 107	61 146	7 119	41 026	7 051	2 334 246
1999	2 367 048	108 958	861 203	2 323 822	65 093	7 119	43 060	7 051	2 446 950
2000	2 538 805	118 934	901 521	2 431 682	69 817	7 119	45 076	7 051	2 564 786
2001	2 709 849	125 522	949 099	2 558 965	74 520	7 119	47 454	7 051	2 698 657
Total		1623 104		27 855 449		163 737		162 173	29 804 463
Annual Average		70 570		1 211 106		7 119		7 051	1 295 846

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CHAPTER 5 - RACIAL INTEGRATION

65. While the principle of a racially-integrated educational system is one on which the representatives of all the African political parties have made clear to us their intention not to allow any compromise, they and many other witnesses displayed considerable understanding of the difficulties which may arise in carrying the principle into effect. This seems a hopeful indication for the future. Careful planning, as well as a great deal of foresight and wisdom will be necessary if we are to succeed in the opportunity now provided for creating a stable and prosperous multi-racial society in our country.

66. One important step should be taken with minimum delay. The Ministry of Education should be re-organised through the amalgamation of the two Divisions for African and European, Asian and Coloured Education into a unified structure capable of giving direction to every aspect of educational activity in the country. Such a step is already overdue, for reasons quite distinct from the principle of racial integration. In 1962 the Judges Commission affirmed that 'a common policy for the education of all children of the territory, whether it moves slowly or fast towards the goal of common primary and secondary schools, must be under a single administrative direction and follow the resolutions of the same cabinet' (para. 133). The circumstances of a developing country require that all educational resources should be used to achieve maximum effect in the interests of national development as a whole.

67. It does not seem appropriate for us to recommend any particular arrangements for carrying the re-organisation of the Ministry into effect. Our own experience leads us to believe that the Ministry is presently served by a number of very talented individuals, who are ready to play their part in creating a non-racial national educational system.

68. However, concomitant with the re-organisation of Ministry there should be a re-organisation of the teaching profession to form a single teaching service. All members of the teaching service should enjoy the same salary structure, based upon qualifications and seniority, should be eligible for the same scale of responsibility allowances, and should be bound by the same conditions of service. In general terms, this proposal should take the form of extending the standard of remuneration and conditions of service presently enjoyed by teachers serving in the European, Asian and Coloured Division of the Ministry, to all teachers in government service, with appropriate modifications for teachers in missionary schools. The proposal will certainly prove expensive. Yet we must emphasise the paramount importance of maintaining a teaching profession of high quality, capable of competing effectively with other career opportunities, which can be expected to become increasingly available to young men and women of talent in Zimbabwe. No other educational investment can ever approach in importance that which is made in our teachers.

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69. It may not be realistic to expect that government will be able to afford to bring an immediate end to the salary differential which still exists between men and women teachers. This differential must certainly be condemned, as an affront to the principle of equal pay for equal work which must form one of the bases of a multi-racial meritocracy in our country, and we urge that every effort be made towards removing it at the earliest possible opportunity.

70. Structural re-organisation, along the lines which have been outlined, is unlikely to prove successful without regard to the problems of personal relationships which will be involved. Proposals for teacher education made later in this report, which are based upon the assumption that there will be multi-racial entry to all training institutions, should provide opportunities for new entrants to the teaching profession to prepare for the demands of teaching across the lines of culture. It is essential that the training institutions should give early consideration to the implications which the development carries for their curriculum. Serving teachers will in many cases be confronted with a requirement to serve alongside colleagues, and to undertake responsibility for pupils, whose cultural traditions they do not adequately understand. This situation in itself provides ample justification for the extension of facilities for in-service education, which is recommended later in this report. At the same time we cannot too strongly urge the need for caution to ensure that ideological considerations are not allowed to upset the effective working of schools. The integration of school staffs should take place according to a gradual and natural process, those with the most appropriate qualifications being selected for particular appointments. Moreover, there are sound educational reasons why the cultural composition of the pupils of any school should normally be reflected in that of the teaching staff, particularly in regard to those teachers who hold special responsibility for either administration or subject areas.

71. In later chapters of the report suggestions are put forward for the racial integration of government schools, at both primary and secondary level. The essence of our approach is that integration should take place smoothly and naturally, at the same pace as local communities themselves become multi-racial, and that opportunities should be created to promote the growth of feelings of national identity across the lines of race and culture.

CHAPTER 6 - THE PRE-SCHOOL YEARS

72. As in many other countries with a sophisticated infrastructure, there has recently been evident a sharp increase in demand for pre-school facilities in Rhodesia. This development can probably be explained, in part by an increasing tendency for young mothers to take positions in professional and business life, and in part by a growing realisation of the educational importance of the pre-school years.

73. The educational possibilities of the pre-school years must certainly be borne in mind in regard to any scheme for a racially integrated educational system in our country. Racial integration in itself will not produce any educational problems. However, educational problems can be expected to arise, particularly at the primary school level, from differences in the language and cultural traditions of pupils' homes, and perhaps from differences in the local community environments to which they have been exposed. The task of pre-school facilities, in such circumstances, is to ensure an appropriate widening of the educational experience of individual pupils, so that they will face no barriers of culture in undertaking primary school studies. It is evident that many African children can be helped to acquire proficiency in the English language, which may not be spoken in their homes, and that many European children can be given deeper understanding of African culture than might otherwise have been possible.

74. A heavy responsibility can be expected to fall on teachers in pre-school institutions since they must on the one hand support the cultural traditions of the individual pupil's home, and on the other hand introduce him to new influences outside his home experience.

75. As early as 1947 the Ministry of Education gave encouragement to the development of pre-school education for European, Asian and Coloured children through the provision of grants-in-aid for nursery schools, and the appointment to the inspectorate of a nursery school specialist. The grants were reduced during 1956, and were abolished at the dissolution of the Central African Federation in 1963. Since then, the involvement of the Ministry's European, Asian and Coloured Division has consisted merely in the registration of nursery schools, which meet certain minimum standards of efficiency. The result has been to confine nursery school facilities to the children of families which can afford relatively high fees, and to limit available opportunities for women anxious to become nursery school teachers.

76. Nursery schools for European, Asian and Coloured children are now maintained entirely by private enterprise, either by individuals or by groups of parents acting in concert. After a period of rapid expansion 38 member institutions are currently registered with the Nursery Schools Association. A number of these institutions have recently opened their facilities to children of all racial groups.

77. The Ministry of Education's African Division does not maintain any registration facilities for pre-school institutions, though it does issue a certificate to nursery school teachers who have successfully completed a three-year course at St. Nicholas's Kindergarten Teacher Training School, Harare, Salisbury.

78. As a result of the war situation other Ministries have become peripherally involved in pre-school education for African children. The Community Development Section (Women) of the Ministry of Internal Affairs is planning to mount training courses for pre-school supervisors during 1978, with particular regard to their development in protected villages. The Ministry of Health is involved through the promulgation of regulations concerning minimum standards of staffing and facilities, and the Ministry of Local Government through its control of local authorities in the urban areas. There is, however, no central co-ordinating agency to control the activities of different Ministries.

79. The Municipalities of Bulawayo and Salisbury have taken measures to meet the rapidly-expanding demand for pre-school facilities for African children. The Bulawayo City Council directly controls 17 pre-school groups catering for over 600 children, and contributes to the cost of operating a number of voluntary creches. In Salisbury the Municipality maintains 5 day care centres for over 600 children and subsidises 6 voluntary centres with facilities for about 700 children. There are also in Salisbury 8 municipal half-day care centres for about 500 children and 5 voluntary centres with facilities for about the same number. The Salisbury Municipality has recently taken a decision to withdraw from the direct control of its centres by the end of 1978, while retaining responsibilities for inspection and financial support. Administrative responsibility for all pre-school facilities in the city will consequently pass into the hands of voluntary agencies.

80. Private organisations, notably the Rhodesian National Council for the Welfare of Children and the Council of Social Services, have operated since 1973 short 'Interest and Promotion' courses for women interested in the organisation of pre-school facilities amongst African local communities. Some 309 women have already attended these courses. Beginning in February 1978, more advanced training courses are being organised, with the intention of enabling selected people to conduct 'Interest and Promotion' courses in their own localities.

81. The Bernard van Leer Foundation has recently established a fully equipped Early Learning Centre at Zengeza township, Salisbury. Though facilities for only 180 African children are provided, the project can be expected to exercise considerable influence in various ways. The centre is designed to supply in-service training for both professional and para-professional staff; to foster parent and community involvement; and to support programmes of research.

82. Courses of professional training for pre-school teachers are provided by two institutions operated by the Anglican Church. St. Gabriel's Nursery Training College in Bulawayo prepares students for United Kingdom qualifications in Nursing, having a consequent emphasis on child care. St. Nicholas's Kindergarten Teacher Training School in Harare provides a three-year post Junior Certificate training for nursery school teaching, but its output of teachers is less than sufficient to meet the requirements of pre-school institutions in the Salisbury area alone.

83. It would not be realistic to expect any substantial investment by the state in pre-school education for some years to come, notwithstanding the important role of the pre-school teacher in a multi-cultural society. Other areas of educational activity are likely to have a prior claim on available financial resources. Nevertheless, we urge that certain steps should be taken at the earliest possible moment in order to improve the quality of existing institutions and to encourage the progressive establishment of others.

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84. Within the re-organised Ministry of Education suggested in the previous chapter, there should be specialist officials responsible for the co-ordination of all support for pre-school facilities throughout the country. These officials should possess some capability for the conduct of investigation and research.

85. The Ministry should assist in the development of more effective arrangements for the training of pre-school teachers, to be put into practice either in a specialist institution, or in one of the primary teachers' colleges discussed in a later chapter of this report. The inauguration of such a scheme could be expected to make an impact in two main directions: with an improvement in the supply of qualified teachers there should be an accompanying improvement in the quality of pre-school education; at the same time new and challenging opportunities for specialist service would be provided within the local teaching profession.

86. When practicable, grants-in-aid, along the lines followed by the Ministry of Education in the case of European pre-school facilities from 1947 to 1963, should be awarded to all pre-school institutions which meet minimum standards of efficiency, and which are available to children of every racial group.

CHAPTER 7 - THE PRIMARY SCHOOL

87. One of the most heartening features of our discussions with witnesses for the purposes of the present survey was their almost unanimous expressions of approval for the present scheme of primary schooling. It became evident that there was broad agreement with the impressions recorded by a Committee of Inquiry into African Primary Education, sitting during 1974 under the chairmanship of Professor L.J.Lewis of London University, and including as one of its members Professor A. Taylor of the University College of Wales, Cardiff. The Lewis-Taylor Committee commended the introduction of the 'new approach' in recent years as indicating 'the beginnings of the break-down of the rigid subject and class teaching dominated system'; it noted 'the desire of teachers in both secondary and primary schools for better information (about their pupils) than that obtainable from the present single centrally-set Grade 7 examination, coupled with the desire of some teachers and headmasters to introduce their own assessments;' and 'the desire to relate school work more closely to the needs of the pupils in relation to their own community.' 'The fact that the system of African education in Rhodesia has reached this stage of development in such a short period of time,' judged the Committee 'reflects great credit on those who have been responsible for its operation and makes it possible to plan systematically for its further evolution' (para. 22).

88. In attempting to decide the most desirable lines of development for African primary school education, we find that we cannot do better than to reiterate and support the objectives laid down by the Lewis-Taylor Committee:

(i) to 'provide a basis both for further formal and informal education whilst also being a terminal course.'

(ii) to 'relate more closely than hitherto, to the needs of both the child and the community.'

(iii) to 'make provision for the continued expansion of primary education as opportunity offers' (para. 23).

89. More particularly, the curriculum should be designed 'to equip the child so that he or she will be able to communicate competently in English and fluently in either Ndebele or Shona, by the oral and the written word, about the local and national affairs of everyday life;' 'to achieve a level of understanding and skill in the basic concepts and processes of number, line, mass, space and time;' 'to provide the child with such an understanding of the social environment as will result in an appreciation of the nature of the social obligations involved and an acceptance of his or her responsibilities for fulfilling them;' 'to provide the child with such an understanding of the physical environment as will ensure sensitive understanding of the delicate balance of nature, to give insight into the interdependence of man and the natural world and an awareness of the need for using natural resources with due attention to —— maintenance and conservation;' 'to develop those habits and practices necessary for healthy living, both individual and communal' (para. 27).

90. The objectives laid down by the Lewis-Taylor Committee must now necessarily be carried into a further dimension, through the need to re-adapt them to the new conditions of a racially-integrated school system. Integration will mean the amalgamation of the existing African school structure with a group of European, Asian and Coloured primary schools which are of unusually high quality in terms of staffing, buildings and general educational ethos, and which are often looked upon with a great deal of pride by the communities to which they belong.

91. In discussing this matter with African witnesses we were left in no doubt that, while the <u>principle</u> of racially-integrated schools was one on which the great majority were not open to compromise, there was a general preparedness to be flexible about measures to carry the principle into <u>practice</u>. A majority of African witnesses, and all European witnesses, were also insistent that changes should be carried out in a manner which would pose no threat to the maintenance of educational standards. The implication is that government will be expected to bring about a carefully-phased and adequately prepared movement towards integration, with priority being given to the evolution of sound non-racial traditions of educational quality, rather than to the satisfying of immediate ideological pressures.

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92. Some of the factors considered in the chapter which follows on secondary education will be no less crucial in ensuring a successful movement to racial integration at the primary school level. As in the case of the 'neighbourhood' secondary school, we recommend that primary schools should be zoned to particular localities. Government should fix two categories of fees, A : high fee and B : low fee, and designate each school as falling into one or the other category. As far as possible pupils should be able to choose between attendance at high-fee or low-fee institutions within their own locality. The only normal exception to zoning requirements should be the permitting of pupils to attend a school in a neighbouring zone, in order to pay fees at a rate not available to them in their own zone.

93. As a general rule, which might be set aside by government in appropriate cases, primary school bursaries should be paid at the rate of the lower category of fees.

94. Whenever practicable, school councils should be elected by the parents and teaching staff of individual schools, with power to levy General Purpose Fees, within limits approved by government. The General Purpose Fees, which the school councils would be permitted to supplement through voluntary contributions, should be used to improve the educational or recreational facilities available in each school.

95. A maximum entry age of 6 plus years should be rigidly enforced for entry into the primary school. Thereafter promotion should be by age, with no repeating a grade. In this regard we must emphasise the importance of effective government regulations requiring all parents to register their children at birth.

96. The most important single factor in maintaining acceptable educational standards in our primary schools must be our ability to produce teachers of high quality, dedicated to their profession, and with a sound background of academic and professional skills. This matter is discussed in a later chapter of the report. We must emphasise the need for in-service education to improve the qualifications of existing teachers, particularly those who have received only two years teacher training after Junior Certificate level.

97. As a general rule the pupil-teacher ratio should not be allowed to exceed 40:1. Women teachers should be provided as speedily as possible for all pupils in Grades 1-3. Double-sessioning must cease at an early stage.

98. While relatively few problems of a sociological nature are likely to be experienced in the integration of pupils of different race at the primary school level, it is to be anticipated that problems will sometimes arise from differences in cultural background and the language of the home. We have already outlined the important role which pre-school institutions can be expected to play in overcoming such difficulties. However, it is realistic to accept that pre-school

facilities will be available to only a small part of our child population for a long time to come, and that very effective teaching will be necessary in the lower Grades of the primary school. It will be necessary to ensure that acceptable standards are achieved by all pupils as quickly as possible, both in the teaching medium and in the second language.

99. In accordance with opinions expressed by the overwhelming majority of those interviewed for the present study, we see no realistic alternative to the use of English as the normal teaching medium throughout the educational system, and the study of the main local African language (i.e. either Shona or Sindebele) by all pupils throughout the primary school course and in the lower forms of secondary schools.

100. Though we see no need for major departure from the objectives laid down in the Lewis-Taylor Report, which provide good working guidelines for the education of all primary school pupils in a multi-cultural environment, there will undoubtedly be need for carefully-conceived curriculum reform, to encourage understanding and tolerance of all the racial and cultural groups represented in our society.

CHAPTER 8 - THE SECONDARY SCHOOL

101. The need for an orderly re-deployment of educational facilities, to ensure a wider range of educational opportunities for all our children, regardless of race, can be expected to raise even more complex problems at the secondary than at the primary school level. There are likely to be problems in regard to the maintenance of the quality of long-established educational institutions, called upon to undergo a change in their teaching role, or in the cultural background of their staffs and pupils; the ensuring of a stable learning environment for young people from differing cultural or social backgrounds, thrust into intimate contact with each other at a difficult time in their lives; the setting of educational standards capable of encouraging a healthy spirit of individual competition in a multi-cultural meritocratic society.

102. In discussing the problems of racial integration in secondary education with African witnesses, it became evident that a substantial majority were anxious to avoid any lowering of educational standards, or the loss of internationally accepted qualifications. European witnesses without exception expressed similar anxieties, and clearly looked upon the matter as crucial to their continued presence in the country.

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103. We believe that the maintenance of high educational standards at the secondary level during a time of far-reaching change will depend upon very careful handling of a number of vital issues: zoning; school organisation; the entry age; co-education; teacher supply and quality; curriculum reform; the public examinations system.

104. Considering the trend in a great many other educational systems, it seems reasonable to suggest that the neighbourhood school should provide the normal basic unit of secondary education. African families can be expected as time goes on to purchase properties in the present European residential areas, thus providing many schools with a multi-racial clientele of broadly similar socio-economic background. Children should normally be zoned for the neighbourhood school to which they belong regardless of race, and there should be an avoidance of 'bussing' and other forms of forced integration which would be objectionable on educational grounds.

105. At the same time government should designate neighbourhood schools as either Category A (high fee) or Category B (low fee) institutions in accordance with the quality of facilities to be provided.

106. As the single main exception to the zoning system, pupils should be allowed some degree of latitude in opting to attend schools out of their neighbourhood, where the fees are lower than in their own neighbourhood schools. As a general rule, which might be set aside in appropriate circumstances, all state bursaries, as opposed to state scholarships, should be paid at the lower rate of fees obtaining in Category B schools.

107. Boarding places should be offered to candidates in order of educational merit on a non-racial basis, all boarding schools being designated either Category A (high fee) or Category B (low fee). It may prove desirable to zone particular boarding schools to regions of the country.

108. Whenever practicable, school councils should be elected by the parents and teaching staff of individual schools, with power to levy General Purpose Fees, within limits approved by government. As in the case of primary schools, the school councils should be allowed to supplement General Purpose Fees through voluntary contributions, and should expend them in improving the educational or recreational facilities available in each school.

109. All candidates should be tested for their suitability for secondary education during their Grade 7 year in primary school, and directed according to educational merit into appropriate secondary school vacancies. As suggested in an earlier chapter, offers of places in government secondary schools should imply a commitment to complete at least four years of secondary education.

Amongst possible alternatives for the organisation of secondary education, the tri-lateral school model, with facilities for academically-centred, technically-centred and general modern schooling appears most appropriate to our needs. Some schools can be expected to maintain a special emphasis on either the academic or technical side. The experiments in pre-vocational schooling, already conducted in the F(2) schools of the African Division of the Ministry of Education, are likely to provide the basis for educational programmes suited to children of all racial groups.

110. A maximum entry age of 13 plus years should be rigidly enforced for pupils awarded places in Form 1.

111. In general terms co-education must be approved as a sound educational practice. However, a uni-sex form of organisation may be found more economical in the case of schools in densely populated areas. Moreover, in the course of this study, we have been made aware of considerable apprehension amongst European parents concerning the problems of racial integration if co-education is applied at the lower secondary level.

112. The most important single factor in maintaining acceptable educational standards in our secondary schools must be an ability to produce teachers of high quality, dedicated to their profession and with a sound background of academic and professional skills. This matter is discussed in a later chapter of the report.

113. Political and social change can be expected to substantially increase the need for reform of the secondary school curriculum. While such reform must embrace the entire secondary curriculum, two areas seem to demand particular attention. In the first place there should be a move towards an Afro-centred curriculum in the sense that it should reflect the various cultural traditions and other environmental influences which determine the circumstances of life in our country. Afro-centred approaches should be applied to every subject in the curriculum and where appropriate should involve the integration of subjects. Much greater expertise must be acquired in the presentation of African languages at the secondary level. In the second place there should be greater emphasis on scientific and technological studies with a bearing on local industrial enterprise. In this respect a substantial contribution to curriculum development can be expected from the Science Education Centre of the University of Rhodesia, now that a large part of its work in primary curriculum has been completed.

114. If government were to adopt our suggestion that all entrants to the secondary school system should accept a commitment to a four-year course, there would be little further need for a continuation of the Junior Certificate Examination, now taken at the end of Form II in African schools. Even in present circumstances the Junior Certificate Examination has largely lost its traditional function as a selection device for the third year of secondary schooling. We suggest that this examination be abolished.

An appropriate model for extension throughout the educational system would seem to be the present Rhodesian Certificate of Education, now taken in European, Asian and Coloured schools by Form IV pupils judged incapable of making an effective attempt at Ordinary Levels. In several respects the R.C.E. Examination is comparable to the United Kingdom Certificate of Secondary Education Examination, which like it places a large measure of responsibility for assessment on school staffs. There should be a close relationship between the subject syllabuses of this examination and the local community environment in which pupils live.

115. A number of headmasters of African secondary schools have complained of lack of recognition by employers of the existing Grade XI Examination, administered by the Ministry of Education as a qualification for African pupils with a technical bent, and have suggested that technical subjects should be included as options in the Ordinary Level Examinations. We strongly support this suggestion, which would provide middle-stream pupils, and perhaps some upper-stream pupils, with an opportunity to take O Levels appropriate to a career in science or technology. In view of our suggestion in the preceding paragraph concerning the extension of the Rhodesian Certificate of Education, we believe that the Grade XI Examination will have little further purpose to fulfil and should be abolished. Ordinary Level Examinations should continue to provide a test of competence for entry into the academic studies of the Sixth Form and for other courses of training with a substantial academic content.

116. We are convinced that substantial educational advantage lies in the retention of a full Sixth Form course of two years, culminating in Advanced Level examinations, or in some comparable test of intellectual maturity. Pupils below this level of achievement cannot normally be regarded as ready for entry to university education at a level compatible with national standards. In making this contention we are conscious of a large body of misunderstanding of the nature of Sixth Form education, amongst those who have suggested that the Sixth Form should either be abolished, or be reduced to a course of one year. Misunderstanding invariably arises from a belief that the benefits of a full Sixth Form education lie largely in the acquisition of specialised knowledge, which could be acquired no less effectively in the early stages of a lengthened university course. We must point out that it is not the acquisition of knowledge, but the development of the pupil's critical capacities, which is the main benefit of a full Sixth Form education, and which makes it an essential preliminary for effective university study. This matter was emphasised by the Crowther Committee in the United Kingdom during 1959:

'The process of education --- is not to be compared with that of filling up an empty pot, but rather with that of lighting a fire. The proper test of an education is whether it teaches the pupil to think, and whether it awakens his interest to applying his brain to the various problems and opportunities that life presents' (para. 392).

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117. Experience in West African countries and in Kenya would appear to support the contention of the Crowther Committee that the key to successful university study is to be found in effective preparation at Sixth Form level. This consideration would appear to carry particular significance for Zimbabwe, as a developing country with an unusually complex economy and infrastructure, and therefore heavily dependent on higher manpower skills. Moreover, it seems clear that the creation of a healthy non-racial meritocracy calls for the maintenance of a higher degree of intellectual challenge at the upper educational levels.

118. At the same time, however, we must anticipate a need for the swift movement of secondary school pupils into the University and other centres of higher education, so as to meet a variety of urgent manpower needs. Any ideological insistence on Advanced Level qualifications in every case might very well work against the national interests. We therefore recommend that the University should be prepared to accept, for entry to certain courses where there is a shortage of students to meet an urgent national manpower need, candidates who pass a qualifying examination of a lower standard than Advanced Level, to be taken at the end of one year of Sixth Form education. Such a method of entry to higher education should be regarded essentially as an exception to the general rule.

119. Many witnesses have expressed approval of the concept of a local schools examining board, a large majority being of the opinion that international accreditation should continue to be achieved through association with one of the United Kingdom examining boards. Such a development would, in our view, bring a number of important educational advantages, particularly in terms of adapting the secondary school curriculum to the local African environment. There would, nevertheless, be difficulties to be overcome in recruiting an adequate number of local examiners, and in creating appropriate administrative machinery. These difficulties must almost certainly be greater than in the case of the East and West African regional examining authorities since Zimbabwe is unlikely to be able to share examining facilities with neighbouring English-speaking countries.

120. We believe that the suggestion of a local schools examining board should be considered as part of a comprehensive investigation of our examining needs, which would appropriately be undertaken at this time. Amongst many important questions, it is necessary to consider the content of Ordinary Level courses, the structure of Sixth Form education and the relative merits of 'single subject' and 'subject group' examinations. Such an investigation would probably be conducted most effectively by a research team, working within the Faculty of Education, and we commend the suggestion for consideration by both government and university.

121. There is need to remedy a situation in which the Examinations Branches of both Divisions of the Ministry of Education are largely confined to administrative responsibilities. The re-organised Ministry which we have suggested should undertake, as part of its routine functions, research into public examinations in our schools, and should keep abreast of developments in examining elsewhere.

CHAPTER 9 - NON-FORMAL EDUCATION

122. We have already suggested, as part of our general strategy for educational development, that it will be necessary to compensate for the inadequacy of formal school facilities, at both the primary and secondary level, through the provision of various forms of non-formal education. Such compensation will be at best only partial, since it is rarely possible to make good the educational advantages of interaction between pupils and teacher in the controlled conditions of the classroom, during the childhood years. Nevertheless, the obligation to do all that is possible to help those who have been unfortunate or neglectful in regard to early opportunities for school education can hardly fail to demand much attention from future governments in this country. The particular importance of achieving universal literacy as soon as possible has been stressed by a great many of those interviewed for the purposes of our study.

123. Compensatory education apart, there are many other considerations which make it necessary to recommend a greatly extended role for non-formal education. The present war in our country can be expected to leave a substantial legacy of social and economic disturbance, particularly in the more remote tribal areas. People returning from military service, some of them severely wounded, must be rehabilitated into civilian life. Welfare and advisory services, often disrupted during recent years, must quickly be restored to maximum effectiveness.

124. A substantial and rapid expansion in economic activity, which can be expected to result from a constitutional settlement, will produce an immediate demand for a wide variety of industrial and service skills. We can anticipate a large expansion in the training programmes already mounted by the Ministry of Internal Affairs, the Ministry of Agriculture (Conservation and Extension Branch), the Tribal Trust Development Corporation and other public agencies, and also an increasing involvement by private industry in training programmes.

124A. In any case, no comprehensive scheme for educational re-organisation in our country should fail to take account of the need to provide wider opportunities for the cultural and economic enrichment of local communities, in both urban and rural localities, with particular emphasis on the creation of more comfortable living conditions and the development of more attractive leisure pursuits. The concept of 'life-long education' must have a central place in our thinking.

125. It can scarcely be doubted that the many-sided and often far-reaching activities of non-formal education call for a high degree of co-ordination and centralised support. In the special circumstances of a developing country, it is unlikely that such co-ordination and support could be provided other than by an agency of central government.

126. We have considered a suggestion that the Ministry of Education's Community Development Branch should be re-organised as a Department of Adult Education, with responsibility for a much wider range of functions. The suggestion has merit in at least two important respects: firstly, it would facilitate greatly increased use of the traditions of community development which are already working very effectively in this country; secondly, it would allow close co-ordination between the administrators of both formal and non-formal education, within the same Ministry of Education.

127. In our view these advantages are substantially outweighed by the importance of ensuring that all programmes of non-formal education are closely co-ordinated within the wider context of national development policy as a whole. It is necessary in a developing country that non-formal educational programmes should contribute to national development policy in the most effective possible way. To this end we recommend the establishment of a Ministry of Training and National Development, with wide responsibility for deploying non-formal educational programmes to meet specific manpower needs. A broadly similar recommendation has already been made by the Cameron Commission on Further Education during 1974 (para. 9.2) but has not been carried into effect.

128. Such a Ministry of Training and National Development should maintain close liaison with the Ministry of Education and with other agencies responsible for formal education at the primary, secondary and higher levels.

129. It should supervise the work of a system of regional Adult Education Training Centres, to be established throughout the country. Initially these Adult Education Centres should be established on the sites of the five existing Community Development Training Centres, and should build as far as possible upon their traditions and teaching expertise. Their function would nevertheless become the much wider one of multi-purpose rural development/adult education centres, involving the deployment of different approaches and expertise, in order to meet the needs of particular localities. The establishment of additional Centres may prove necessary as the programme proceeds.

130. Whereas, in the past, programmes of community development have tended to concentrate heavily on the occupational and domestic skills, which can be expected to have an immediate 'pay-off' in terms of better living standards, the time is already opportune to attempt an enrichment of the quality of rural life, through the provision of courses of a more directly cultural nature. African people should be encouraged to form an even deeper appreciation of the values and traditions of their own cultural heritage and of its place in the contemporary world. There appears to be a danger that much of these values and traditions may be lost in the circumstances of rapid economic and technological advance which may very shortly overtake this country. As has operated effectively in Tanzania, increased numbers of demonstrators and instructors should be found from amongst the rural communities themselves, and they should be given the support of better research and training facilities, and more generous technological aids.

131. One of the legacies of the present war, the protected village, notwithstanding its present unpopularity amongst many African families, may assist the establishment of rural community centres, and should be exploited to this end. As relatively large centres of population, with an established system of administration and a progressively improving scale of amenities, the villages must be seen as natural growth points for their surrounding hinterlands. Over the country as a whole, the community centre should increasingly be looked upon as the basic unit of rural adult education. Whenever appropriate, centres should make use of existing school or church buildings.

132. The most important element in ensuring the success of the rural community centres will be the quality of the centre's leaders, who must clearly be chosen with care and be given appropriate courses of training in the regional Adult Education Training Centres.

133. Other important considerations will be the need to support and extend the work of community centres through the deployment of itinerant instructors, and the need to produce appropriate learning materials in the form of video-tapes, recordings and printed matter. Both these responsibilities should be undertaken by the regional Adult Education Training Centres. In the production of learning materials, where a wide variety of problems of both an artistic and technological nature will be encountered, the regional Centres should be supported by a centralised audio-visual department, within the proposed Ministry of Training and National Development.

134. Though local community centres may conceivably be organised here and there in the urban localities, it is likely that urban circumstances will generally call for adult educational institutions of a semi-formal type. The Ranche House College, Salisbury, founded in 1961 as a non-racial, multi-purpose institution, has already set headlines for the country through its involvement in three main areas of activity: residential courses, short conferences, and evening lectures and study groups. It has already developed a significant role in providing educational opportunities for the disadvantaged and in creating points of contact between people of different race and culture. These functions should, in time, be replicated by similar institutions in some of the other large urban centres. Institutions of the Ranche House type could be expected to prove especially valuable in the new urban growth centres, envisaged by the Tribal Trust Development Corporation's plans for rural development.

135. One of the main responsibilities of non-formal educational institutions, both in a rural and an urban setting, must be to provide individuals with opportunities to qualify for re-admission to the formal system, at upper secondary and higher levels.

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. 136. The problems of developing facilities for industrial training are extremely complex, and cannot receive more than passing reference in the present report. We have been impressed by the conclusion reached by a Faculty of Education Research Fellow, B. Mothobi, in his investigation of the industrial training of African workers, completed during 1976: 'the present systems of training in industry are too parochial, fragmented and unco-ordinated, and —— not organised to cope with the requirements of a developing country' (P.117). There may be considerable advantage, both from a humanitarian point of view and in terms of effective manpower deployment, in adopting Mr Mothobi's suggestion for some form of centralised control of all programmes of industrial training, whether these are provided by government or by private industry, or by other agencies.

137. The proposed Ministry of Training and National Development should co-operate closely with the broadcasting authorities in the production of learning material for non-formal education. While not underestimating the possibilities of television, we expect that radio, because of its nation-wide coverage, will prove most useful in this respect.

138. The Ministry should also co-operate with the correspondence colleges, in their role of providing opportunities for achieving formal qualifications to the educationally disadvantaged. We urge the correspondence institutions to make all possible progress in the provision of learning materials specially suited to the local environment of their pupils. Use of imported learning materials makes it less likely that students will be able to give life and meaning to their studies, in the absence of face-to-face stimulation by their tutors.

139. Because of its special advantages of academic objectivity, the Institute of Adult Education of the University of Rhodesia can be expected to provide increasingly valuable services of consultancy, research and specialist training for the various institutions involved in non-formal education. We strongly believe that the Institute should retain the character maintained since its foundation in 1961, and long unique in Africa, of a normal university teaching department, responsible for the training of leadership in certain areas of non-formal education. The appropriateness of that character, in the special conditions of a developing country, with a complex economy and a sophisticated infrastructure, has been effectively demonstrated over the years, and the Institute can expect to be in a position to offer a progressively wider range of training facilities in the future.

140. While it would not be appropriate for the Institute of Adult Education to develop advisory machinery, comparable to that operating in the case of the University's Institute of Education and its associated teachers' colleges, there might be considerable advantage in the involvement of individual I.A.E. staff in the governing bodies of regional Adult Education Training Centres, and as consultants to the Ministry of Training and National Development.

141. The measures which have been outlined, for a more centralised and co-ordinated approach to non-formal education, do not imply any intention to reduce the scale of activity of any of the voluntary organisations at present involved in non-formal education. Indeed, we wish to emphasise our belief in voluntary effort as one of the essential requirements for success in operating the kind of national structure which we have in mind. The voluntary agencies should continue to receive financial and other forms of assistance from government, and be encouraged to form close relationships with the various training institutions.

CHAPTER 10 - CURRICULUM DEVELOPMENT

142. The keynote of effective curriculum development, in this and other countries at the present time, is likely to be good co-ordination between the in-service education of teachers and the work of innovation in the schools.

143. It is necessary to ensure, on the one hand, that teachers are made constantly aware of their responsibility to innovate, and to keep abreast of new developments in their professional fields, and, on the other hand, that curriculum programmes are adequately investigated and where necessary publicised to a wider professional clientele. The vital functions of curriculum development and curriculum dissemination and implementation call for the involvement of a wide variety of supporting agencies, and for the creation of an institutional framework not yet available in our educational system.

144. So far, two pioneering ventures have gone some way to provide a basis for the construction of such an institutional framework. The Science Education Centre of the University of Rhodesia, established in 1970, has introduced a comprehensive series of science teaching programmes for African primary school grades. Experience gained in the work of the Centre, perhaps particularly in regard to teachers' attitudes and the evaluation of curriculum programmes, may very well prove of value in a much wider context of curriculum development. The Education Development Unit of the Ministry of Education (African Division) was set up in 1974 as a means of giving effect to recommendations by the Lewis-Taylor Committee during the same year that the African primary school curriculum should be re-organised in 'broader units of content' with an attempt being made 'to relate the relevant areas of knowledge and the application of the appropriate skills in the study of a particular topic or experience' (para. 46). The work of the Education Development Unit has hitherto been largely concerned with the revision of syllabuses, in close co-operation with teachers in the schools, and with appropriate changes in courses of pre-service teacher education.

145. Another pioneering venture, at present being planned by the leaders of the Rhodesian African Teachers Association, provides for the establishment of a national teachers' centre, under the control of the Association, at Highfields, Salisbury. It is envisaged that the centre will include facilities for the design and development of curriculum programmes appropriate to the needs of African pupils.

146. We believe it is important to emphasise the need for unusually close co-operation between the various institutions engaged upon curriculum development, and for the encouragement of attitudes of tolerance and understanding amongst all curriculum workers.

147. The University should be expected to undertake such responsibilities for curriculum development at the primary and secondary school levels as is appropriate to its function as a centre of higher academic education. Broadly speaking, these responsibilities fall into the following fields of activity: (a) consultancy, support for planning and evaluation, especially on a broad national scale, and the supply of data on curriculum in this and other countries.

(b) research and investigation of focal curriculum questions
(c) in-service courses of an advanced nature, such as the existing M.Ed. (Curriculum Studies) Degree programme and also certain specialised in-service courses at a lower level where the expertise of university staff can be used to good advantage (d) participation in certain key curriculum projects, such as those at present being undertaken by the Science Education Centre. The largest part of the University's contribution in these fields is likely to be made by members of the Faculty of Education, with a special responsibility for co-ordination and direction falling upon the Professor of Curriculum Studies. However, it should be borne in mind that staff members outside the Faculty of Education, particularly those in the Faculties of Arts and Science, may have an important part to play in the provision of in-service courses, and in the contribution of subject knowledge for curriculum programmes.

148. The University, provided it maintains its detachment from political policy and from any form of sectional interest, can be expected to play an invaluable role in co-ordinating the work of the other agencies involved in curriculum development and in stimulating experiment and initiative amongst them.

149. The Ministry of Education (African Division) Education Development Unit should continue in the role suggested for it by the Lewis-Taylor Committee, in re-organising the African primary school curriculum within 'broader units of content.' It is reasonable to assume that, in the different circumstances of a racially integrated school system, under the direction of a unified educational administration, the E.D.U. will be called upon to apply the same principles of curriculum development, under which it has so far operated, to the education of both African and non-African primary school pupils. We do not envisage that this will mean any fundamental change in the nature of its work, though it will undoubtedly involve greater attention to the problems of presenting educational topics to multi-cultural classes, and perhaps particularly to the problems concerned with teaching African languages to pupils from European, Asian or Coloured homes. More elaborate machinery should be established within the unit for the evaluation of curriculum programmes.

150. It also seems desirable that the Ministry's Education Development Unit should extend its operations, as soon as practicable, to the secondary school curriculum, with particular emphasis on African studies, in a broad sense, and on scientific and technological studies. This will mean the recruitment of additional expertise in some subject areas.

151. The enterprise of the Rhodesian African Teachers' Association, in planning the first teachers' centre in the country, is in itself significant, as an indication of active intervention by practising teachers in the responsibilities of curriculum development. We believe that encouragement should be given to the establishment, on an experimental basis, of a small number of teachers' centres, directly controlled by practising teachers, in selected urban centres. There can be little doubt that the problems of organising such centres will be considerable, at any rate until programmes of in-service education at various levels have made teachers much more sensitive to the problems of curriculum development. Nevertheless, substantial benefits might be achieved, in terms both of a greater sense of professional responsibility, and of creating opportunities for contact between teachers of different race and culture, which - apart from the life of the University - have been noticeably lacking in the past.

152. Quite apart from the institutions which we have so far been discussing, there is need for a new institutional framework, capable of bringing about a close relationship between the two functions of curriculum development and in-service education. A possible model for achieving this purpose is at hand in the Curriculum Centre, established at Columbo, Sri Lanka, in 1967, and subsequently adapted to the needs of several other developing countries. The Sri Lanka Curriculum Centre represents an attempt to bring together all the interested parties - administrators, academics, practising teachers and others - in the task of curriculum development. It has been established in close proximity to the University of Sri Lanka, with the consequent support of advanced level teaching and research.

153. While not discounting the advantages of centralisation, presented by the Sri Lanka model, we are inclined to think that some structure more closely related to regional and local community needs is called for in the conditions of our country. The curriculum developer in Africa must maintain a high degree of sensitivity to the local cultural, geographic and other influences which affect the learning situations of children in particular areas and particular schools. Accordingly, we believe it more appropriate to recommend an alternative approach, which incorporates many of the advantages contained in the scheme for professional centres in the United Kingdom, outlined in the James Report of 1972, and subsequently advocated by Professor Eric Hoyle and other British educationists interested in curriculum change.

154. Our own adaptation of the professional centre approach would take the form of regional curriculum centres, established as an integral part of primary or secondary teachers' colleges in Bulawayo, Gwelo, Salisbury and Umtali. The regional curriculum centres should be fairly generously staffed with curriculum specialists, capable both of designing and implementing curriculum programmes, and of providing opportunities for in-service education. They should possess good resource centres, adequate for keeping local teachers up to date with significant curriculum developments in this and other countries, and for stimulating their interest in local environmental studies. Indeed, features of our regional curriculum centres might appropriately be the undertaking of local research, and the production of learning materials with a local environmental flavour. They should provide training in the skills of curriculum development, particularly those required in the production of learning materials, including text-books, which are likely to be in great demand as school programmes are re-adapted to constitutional and political change. They should be capable of undertaking the evaluation of curriculum programmes. It is highly desirable that small groups of teachers should be released for periods of one or two years to take part in the work of the centres.

155. Educational considerations apart, it would be only realistic to expect that any government of this country in the post-settlement period will be anxious to emphasise national unity, as against distinctions of culture, or locality, or tribe, and that there will therefore be fairly stringent limits to regional initiative in curriculum development. A large degree of centralised control of the curriculum is probably unavoidable, and can probably be exercised most effectively through the existing machinery of the Ministry of Education's Education Development Unit. Such centralised control should nevertheless be exercised in such a way that it does not militate against a healthy measure of local adaptation and self-expression in implementing the broad decisions of national curriculum policy.

156. There is almost certainly a need for a central advisory body, capable of maintaining an overview of curriculum development in all its forms, and of maintaining a healthy balance between national and regional interests. Such a body might appropriately be constituted, as an offshoot of the National Education Association, whose foundation was proposed at the University of Rhodesia Conference on 'The Practice of Teaching,' held during August/September, 1977. Plans are already in hand to hold an inaugural meeting, to discuss the constitution of the National Education Association, during September, 1978.

CHAPTER 11 - TEACHER EDUCATION

157. As we have suggested in several places during this report so far, the quality of our teachers is likely to determine the success or failure of almost every aspect of our design for an improved educational system. It is essential that we should not only maintain, but should improve the quality of our teachers, in terms of academic and professional expertise, and of commitment to the responsibilities of their work, and that we should do this at a time when many more teachers will undoubtedly be needed at primary, secondary and tertiary levels.

158. The problems of ensuring teacher quality will probably be greatest at the secondary school level, where even the limited expansion of Form 1 places by 5 per cent every year, already suggested as part of our development strategy, must require a substantial increase in the numbers of teachers. Moreover, it would be realistic to expect, in the short term at any rate, a significant movement of well-qualified people out of teaching towards more attractive career prospects in other fields. Some African teachers will understandably expect to be allowed to take up positions in administration or business, hitherto closed to them on grounds of race.

159. Our approach to the problems of secondary teacher supply takes the form of a three-fold strategy. Firstly, we believe it may be necessary to accept, for several years at least, a reduction in the present teacher-pupil ratio of about 1:20 to perhaps as much as 1:25. Secondly, we suggest that the great majority of teaching posts with responsibility for Form I-IV pupils do not necessarily require graduate training, and could be supplied, partly by appropriate courses of initial training in teachers' colleges, and partly by some re-training of serving teachers with relatively low qualifications. Thirdly, we suggest that much more effective use should be made of graduate teachers, whose academic and professional training should be sufficiently rigorous to enable them to assume responsibility for Sixth Form teaching and for some key posts with lower forms, particularly in schools with a strong bias towards academic studies.

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160. The mounting of appropriate courses of initial training for teachers of the junior and middle secondary forms will entail the immediate establishment of at least one, and possibly two more, secondary teachers' colleges, in addition to Gwelo Teachers' College, which already fulfils this role. Appropriate sites for the new colleges would appear to be at Bulawayo and Marandellas, where extensive secondary school facilities are already in existence.

161. There should also be a progressive expansion of facilities for the training of primary school teachers, to keep pace with the gradual expansion of the primary school sector envisaged in our development strategy. It is suggested that appropriate sites for new colleges might be found in due course at Hartley, Fort Victoria, Salisbury and Rusape, to supplement the institutions already in operation.

162. The special role of re-training existing primary school teachers for service with the junior and middle forms of secondary schools might very appropriately be discharged by Bulawayo Teachers' College, presently responsible for the training of primary and some secondary teachers for European, Asian and Coloured schools. In addition to good teaching facilities, the College is served by a principal and staff who are talented, adventurous, and anxiously seeking a positive role for their institution in the post-settlement situation. Over a longer-term period, the College could be expected to become a centre for in-service teacher education, providing longer and more diversified courses than those appropriate to the regional centres, outlined in the chapter on curriculum development.

163. The minimum educational qualifications required for entry to secondary teachers' colleges should be the successful completion of four years of secondary schooling. The same qualification should apply for entry to primary teachers' colleges.

164. The establishment of an enlarged structure of teachers' colleges, as suggested in the preceding paragraphs, will enable the Institute of Education of the University of Rhodesia to concentrate once again on its original function as a co-ordinating agency. This co-ordinating function, originally suggested for United Kingdom Institutes of Education by the McNair Report of 1944, and recommended, with adaptations, to developing countries by the Binns and Jeffries Report of 1951, implies the affiliation of training institutions to each other and to the local university within an organisation geared to allow them maximum opportunities for mutual support. Though the McNair model has since been superceded within the United Kingdom itself, it retains considerable value in the circumstances of a developing country, engaged on the construction of a more extensive system of training institutions. All new teachers' colleges should be brought as speedily as possible into association with the Institute of Education.

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165. Recent effective working of the McNair model by the University of Rhodesia Institute of Education can be seen in the Institute's involvement in teaching responsibilities, on a temporary basis, as a means of promoting change. The Institute's provision of courses for the Bachelor of Education Degree since 1976 and for the Diploma in Teacher Education since 1975, have been extended to assist the teachers' colleges to move on to a more demanding role than that originally required of them. It is reasonable to anticipate that teaching for these courses can in the near future be transferred to the colleges themselves, with the Institute providing a service of consultancy, supervision and examination, in preparation for ushering the colleges into a still more challenging role through the provision of teaching for more advanced qualifications.

166. Teachers of academic subjects at the Sixth Form level, and a small proportion of teachers of lower forms (such as those in certain key posts of responsibility, particularly in schools with a strong academic bias) should continue to be trained in the University. It would be extremely difficult to enable them to acquire the necessary qualities of intellectual rigour and breadth of vision without immersion in the life of an academic society. As in the case of other entrants to university education, the normal minimum admission requirements for university courses for intending teachers should continue to be two good A level passes. Since it is one of the main features of our strategy for teacher education that graduate teachers should be deployed more effectively, and should be given more responsibility, than before, it necessarily follows that they should be selected no less carefully, and should be required to achieve even higher intellectual standards. However, in exceptional circumstances, where there is a shortage of teaching manpower, such as those considered later in this chapter, candidate-teachers should be admitted to university with lower qualifications.

167. The structure of university courses of teacher education should be subjected to drastic modification. The present system of a one-year Graduate Certificate in Education course following upon three years of study for a bachelor's degree, is unsound in concept and needs to be replaced. Students invariably experience considerable difficulty in relating the subject-centred studies of their undergraduate years to the professional preparation of the Grad.C.E. Many are slow to acquire professional attitudes and to accept the challenge and significance of many aspects of their professional course.

168. Accordingly, it is recommended that the main involvement of the University Department of Education in initial training should move from the Graduate Certificate in Education course to the organisation of three-year undergraduate courses in one of the main teaching-subject areas, to be taken concurrently and in close co-ordination with a professional course in education. A blueprint for such courses already exists in the B.Sc. (Education) courses in Mathematics presently being planned by the Department of Education, in association with other University Departments, for implementation during 1979. It is envisaged that the same scheme, with relatively few modifications, could be extended to nearly all the other main teaching areas - e.g. African studies, English, modern languages, history, geography, religious knowledge, etc. The result should be to ensure, on the one hand, a more satisfactory level of professional training, and, on the other hand, a more economical use of the University's resources, through a reduction of one year in the normal course of preparation for the graduate teacher. Moreover, B.Sc. (Education) courses would, we believe, provide an appropriate training for a number of careers outside teaching.

169. It is envisaged that the B.Sc. (Education) Degree course outlined in the preceding paragraph would lead to the award of either an honours or general studies degree. Hopefully, an honours degree would be achieved by the great majority of our students before long, and would come to be looked upon as the normal qualification for teachers of upper forms in secondary schools. As with other honours courses, there should be opportunities for students who perform with sufficient competence to proceed to higher studies for a master's or doctor's degree.

170. Admission requirements for the B.Sc. (Education) Degree course should be precisely the same as for other undergraduate courses in the University. In accordance with a principle set out elsewhere in this report, it is suggested that the normal entrance requirement should be two good A levels, but that in certain cases, where there is a manpower shortage in particular subject areas, candidates may be allowed to enter on the results of an examination to be taken one year after O levels. We believe that this regulating device may prove of considerable benefit in maintaining adequate numbers of teachers of academic subjects at the upper secondary level.

171. With the withdrawal of the existing full-time courses for the Graduate Certificate in Education it would become necessary for university graduates, other than those who have taken the courses outlined in preceding paragraphs, to obtain professional training for teaching in one of the teachers' colleges specialising in the training of secondary teachers. It should become possible to organise a special one-year course for the purpose. If it should be thought desirable to continue the existing part-time course for the Graduate Certificate in Education, in the light of circumstances, this might provide an alternative means of initial training for graduate teachers.

172. The Department of Education can be expected to devote an increasing share of its resources to research (which must always be looked upon as one of the most important contributions of a university to any educational system), certain responsibilities in curriculum development already outlined in the preceding chapter, and the teaching and supervision of candidates for master's and doctor's degrees.

173. One increasingly important aspect of the Department's involvement in master's degree work is likely to be concerned with the development of specialist courses in administration, psychology and other areas where there is likely to be a growing demand for leadership within the teaching profession. In this regard, it would seem appropriate to regard the M.Ed. in Curriculum Studies Degree programme, begun during 1977, as something of a pioneering venture, to be widened into other areas of need, as and when circumstances and resources permit. It would seem appropriate for Department staff to look increasingly on their teaching of such programmes as a distinctive contribution to national development, made by members of the University in return for the academic privileges which they enjoy.

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CHAPTER 12 - HIGHER EDUCATION

174. In our capacity as a group of senior members of the University of Rhodesia we cannot presume to reflect the official policies of the University or to speak on its behalf. We must, nevertheless, for the purposes of the present study, attempt to view the University against the wider background of the educational system of which it forms part, and to seek out lines of development appropriate to its continued functioning in the future.

175. The University of Rhodesia, as constituted by Royal Charter during 1955 under the original title of the University College of Rhodesia and Nyasaland, was the last of the colonial university institutions founded under the inspiration of the Asquith Commission's Report of 1945. Both the spirit and the detail of the Asquith university model were closely followed by the Carr-Saunders Commission, appointed to suggest a series of appropriate arrangements for the U.C.R.N. during 1952. The Carr-Saunders Commissioners laid considerable stress on the two central principles of academic autonomy and academic excellence, which had dominated the thinking of the Asquith Report. These principles they believed to be of special importance in the special conditions of a multi-racial meritocratic society, such as was envisaged in plans for the Central African Federation, which the new university institution was intended to serve. Academic autonomy, which they proposed should be safeguarded through the granting of a Royal Charter, implied that the institution should not be allowed to fall under the control of any political or other sectional interests, and should be enabled to resist the imposition of any restrictions on its membership, on grounds of race, religion or class (pp. 28-33). Academic excellence meant the creation of an institution 'entitled to rank alongside other British universities in the quality of its intellectual life,' with a well-qualified teaching staff, good research facilities and the common obligation on all members of the university to maintain high academic standards (p.28).

176. After the break-up of the Central African Federation in 1963 the University College was denied the opportunity to grow to fulfilment as the community of learning envisaged by the Carr-Saunders Report, with high capacity for promoting understanding between different social groups, and for undertaking the study of both African and Western cultural traditions. The increasing polarisation of Rhodesian society along racial lines, during the 1960s and 1970s, ensured that a university institution dedicated to non-racialism was seen more and more as an anomaly, and was subjected to pressures from many sections of opinion, both inside and outside the country.

177. The assumption of full university status, still under the terms of the Royal Charter, on 1 January 1971, was largely dictated by outside pressures, since it had become clear that the University College could no longer maintain the links of special relationship, established with the University of London in 1955, and with the University of Birmingham (in respect of the Medical School) in 1963. Outside pressures, aiming at the closure of all formal links between the University and the international university community, exerted considerable influence during the years which followed, perhaps most notably during 1973, when the Principal and Vice-Chancellor was denied the opportunity to participate in the Eleventh Congress of the Association of Commonwealth Universities at Edinburgh.

178. Concerning pressures within the country, it seems necessary to draw attention to two distinct bodies of opinion. First, amongst African students and staff, there has been consistent expression of the view that an institution founded on the non-racial principle should actively oppose racialist policies being pursued by government. This view was put forward vigorously during crises on the campus in 1966, 1969 and 1970, but was generally resisted by the University authorities, partly on the grounds that an academic institution (as distinct from its individual members) ought not to become involved in political controversy, and partly because a high priority was placed on avoiding any permanent closure of the institution. More recently there has been an apparent shift of emphasis amongst African members towards achieving greater identification of the institution with the traditions and aspirations of the African people, and towards greater participation by Africans in the upper levels of academic administration. The importance of these matters has been emphasised by African colleagues, both in the course of interviews conducted for the present study, and on other occasions.

179. A second body of opinion, evident amongst members of the European community in Rhodesia, has tended to look with suspicion on a multi-racial university institution, and has invariably withheld its support. Though accurate statistics are not available, it can be assumed that not more than 1 in every 4 white university entrants from Rhodesia is enrolled in the University of Rhodesia, the remainder for the most part opting for one of the universities of South Africa. While the reasons for selecting a South African university are often acceptable on educational grounds - families may have an association with a particular institution, or may wish to give their children the experience of living away from home, or certain facilities may be available only elsewhere - the large numbers involved are disturbing, and imply a major obstacle to the creation of a genuine multi-racial academic community.

180. Notwithstanding these difficult circumstances, the University has shown a remarkable capacity to survive. Growth in student numbers has been gradual but steady. The first intake of students in 1957 numbered 68. In 1967 there were 717 full-time students (211 Africans, 432 Europeans and 74 from other racial groups) and 141 part-time students. In 1978 there are 1 676 full-time undergraduates (1 078 Africans, 519 Europeans and 79 from other racial groups), 349 part-time students and 161 higher degree candidates.

181. Financial support for the University has been assured as the result of an agreement between the British and Rhodesian Governments in 1964, under which the Rhodesian authorities assumed responsibility for maintaining and developing the University College as 'an independent institution of learning, open to all races, serving not only the higher education requirements of Rhodesia, but also contributing to the advancement of knowledge, science and research in Central Africa and within the international community of universities.' (Hansard, 5 Series, CCMVC. 203-4). Since 1966 government funding has been based on the recommendations of a series of independent Triennial Review Committees - a method which has effectively protected academic planning from undue influence by government, and which must be regarded as a necessary pre-requisite for academic autonomy in the future.

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182. It would be presumptuous, and also impractical, to set down any blueprint for university re-organisation in the course of the present report. All that will be attempted is the suggestion of certain general principles, within which we believe re-organisation should take place. In doing this we are conscious that we are dealing with an African university whose situation and capabilities are significantly different to those of any other university institution on this continent. They are different, in the first place, because of the special balance of cultural influences in our multi-racial community, and, in the second place, because of the nature of our economy, which is not heavily endowed with natural resources in comparison with some neighbouring countries, and must rely increasingly on support from the higher manpower skills.

183. First, the general character of a university, distinguished by a high degree of academic autonomy and by academic excellence, as recommended by the Carr-Saunders Commission for adaption to the needs of a multi-racial Federation, will continue to be appropriate to a multi-racial meritocracy in the future. An intention to honour the principle of academic autonomy, particularly in regard to the selection of staff and students, was expressed to us by representatives of all African political parties. 'Speaking as one academic to another,' said one senior representative, 'we could not think of doing anything else'. He added merely one qualification, to the effect that the University should be 'heavily pressed' to select more Africans for senior academic appointments. This qualification we believe to be important to many Africans, and it would be unrealistic to expect any broad acceptance of the ideal of academic excellence until African academics are in a position to exercise a much larger measure of leadership within their disciplines.

184. Second, therefore, the principles of academic autonomy and academic excellence must be complemented by much greater observance of the obligations of academic relevance. The University will be called upon to justify the freedoms it receives by greater support for national development through appropriate research and the training of necessary manpower skills. Academic relevance will almost certainly make heavy demands for re-organisation and innovation, both on university departments and individual members of staff.

185. Third, a further aspect of academic relevance, perhaps no less important than the support of national development, will involve the deeper study of local cultural traditions, providing a common focus across the great majority of University teaching departments. This may, or may not, lead to the establishment of a co-ordinating agency, such as an Institute of African Studies. In any case we are confident that the development of an Afro-centred university curriculum can produce exciting new opportunities for academic activity at the higher levels, capable on the one hand of arousing the enthusiasm of many of our talented young people, and on the other hand of maintaining the standards which are recognised by the international community of learning.

186. Fourth, the ideal of an Afro-centred university curriculum is unlikely to achieve many benefits unless it is carried into practice in an international university community, which maintains close relationships with other universities, both in Africa and elsewhere, and which encourages the immigration of reasonable numbers of non-Zimbabwean postgraduate students and staff. Conversely, the University should encourage the departure of reasonable numbers of Zimbabwean postgraduate students and staff to obtain experience in other institutions of academic repute.

187. Fifth, we have already set out in an earlier chapter our belief in the importance of two years of Sixth Form preparation for university study. There may well be a case for replacing the present Advanced Level Examinations with a different form of qualification taken at the end of the Sixth Form course. Indeed, a comprehensive investigation of the public examination system has been suggested in this report. Yet there can be no doubting the importance of ensuring that students possess an adequate level of critical capacity before they are selected for university courses. It may be found preferable, both on educational grounds and in terms of cost, to consider a reduction in the length of some professional courses rather than to reduce the length of Sixth Form preparation. We have already suggested one example of a shorter professional course in the B.Sc. (Education) three-year programme of training for secondary teaching. Notwithstanding these considerations, however, we are anxious not to take up a rigid or ideological position on the question of university entrance qualifications. There is likely to be advantage in the admission of some students, with only one year of Sixth Form preparation, to courses which can be identified as likely to meet an immediate manpower need.

188. Sixth, the method of granting associate status to other institutions of higher education, already used in the case of the teachers' colleges, the School of Social Work, Salisbury, and the Rhodesia Tobacco Research Station, should be progressively extended to give university standing to students in a variety of programmes which do not require standard entrance qualifications. Such students should be enabled to study in due course for both first degree and higher degree qualifications. The effect would be to allow the University to provide a service for a much wider range of students in the country, while at the same time maintaining its high academic standards unimpaired.

189. Seventh, the non-racial principle, set out in section 4 of the Royal Charter of 1955, must be scrupulously observed in all appointments and admissions, not only in the interests of the University as a free centre of learning, but also as an encouragement to the growth of a non-racial national community outside its walls. We do not doubt that the extent to which racial and cultural tolerance is practised within the University will be a decisive factor in ensuring the well-being of the Zimbabwean community as a whole.

190. Quite apart from the University, it is reasonable to anticipate a rapidly-growing demand for advanced training in scientific and technological subjects, capable of meeting the manpower needs of expanding industrial production.

191. Highly effective facilities for advanced technological training already exist in the Salisbury and Bulawayo Polytechnics. The Salisbury Polytechnic has an establishment of 162 full-time and 200 part-time lecturers, catering for a student body which totalled 4 257 in 1976 (latest audited figures). Separate figures for different racial groups are not available, but the Polytechnic authorities estimate that Africans now make up substantially more than 10 per cent of the student body and that their numbers are rising steadily. Expansion of the institution has been unusually rapid since its establishment in the early 1960s, the number of student hours having risen from 200 000 in 1967 to about

1¼ million during the present year. The Bulawayo Polytechnic had a student body of 3 345 in 1976, of whom nearly 40 per cent (excluding those in adult education courses) were reported to be non-Europeans (i.e. Africans, Asians and Coloureds). Both institutions offer a fairly broad spread of courses, but Bulawayo is alone in including instruction in Art and a centre for training apprentices for the catering industry. All courses are open to members of every racial group.

192. One notable feature of Polytechnic education in Rhodesia is the great disparity in entrance qualifications resulting from the nature of different courses, which vary from bare passes in the Rhodesian Certificate of Education (at present taken only in European, Asian and Coloured schools) to good Advanced Level passes.

193. Another notable feature is that support for Polytechnic courses is strongly limited by the ability of local industry to provide apprenticeship opportunities and prospects of permanent employment. It will be appreciated that much Polytechnic education is dependent on the availability of practical on-the-job experience, such as only an apprenticeship can normally provide. At the present time maintenance courses in both institutions appear to be full to capacity, while there are few students preparing to enter the construction industry, which is experiencing difficulties because of international recession and lack of confidence in the local political situation.

194. This dependence on local industry also carries important advantages, since the Polytechnic has a flexible organisation which enables it to respond more easily to demands for new courses and larger numbers of students than most other educational institutions.

195. Smaller Technical Centres in Gwelo, Que Que and Umtali deal mainly with commercial subjects, though all must be regarded as possible growth points in the future.

196. There seems to be little doubt that the success of any programme for the development of technological education in our country will largely depend on our ability to maintain close informal co-operation between government, the training institutions and the industrial concerns. It is evident that there must be a careful assessment of manpower needs, and an effective use of all available resources for instruction and practical experience. The Ministry of Training and National Development, suggested in the earlier chapter on non-formal education, could be expected to provide the central direction and co-ordination necessary to achieve these ends.

197. At the same time there must be effective use of such assistance in terms of equipment and expertise as may be forthcoming from outside the country. A strong preference has been expressed, by experienced Polytechnic staff, for the recruitment of specialist support from the United Kingdom, rather than from other countries, on the grounds that courses are already closely aligned to the London City and Guilds qualifications. The ability to build upon existing experience makes undeniable sense in educational terms, and for this reason amongst others we have recommended in a later chapter that United Kingdom educational aid should be channelled into certain specific areas, including technical education.

198. The construction industry, because of the heavy demands which are likely to be made upon it in a situation of economic expansion, should receive high priority in the short-term development of technological facilities. It is evident that an extensive building programme will be necessary before there can be expansion in this and other parts of the educational system.

199. In the planning of new technical training centres special consideration should be given to the agricultural and industrial skills likely to be required by particular rural communities. There is a strong case for the siting of new institutions at rural 'growth points,' such as the urban centres envisaged in the Tribal Trust Development Corporation's development strategy.

200. In an earlier paragraph we have suggested the general principle that the University should consider extending associate status to appropriate institutions of higher education. It would seem that particular advantage might be derived from granting associate status to the polytechnics, the agricultural colleges and certain other technical institutions which already have close relationships with University teaching departments, and we urge that careful consideration should be given to this matter.

CHAPTER 13 - SPECIAL SCHOOLS

201. In a recent address to a multi-racial audience in Salisbury, a prominent member of one of the African political parties expressed his hopes that any national programme of educational development would take account of the needs of special and remedial schools. Such views must be strongly supported, for there is some danger, as a result of the utilitarian pressures which necessarily dominate educational thinking in developing countries, that humanitarian considerations will sometimes be overlooked. Even from a utilitarian standpoint, it must be remembered that the problems of educationally sub-normal and neurologically injured children, which are usually dealt with effectively by rural African communities, can be expected to become more prevalent with the growth of urban populations, and may result in considerable sociological stress.

202. At the present time our facilities for special and remedial education are largely the creation of voluntary humanitarian agencies. Like most other elements in the Rhodesian educational system they are intended to serve the children of particular racial groups.

203. Within the European, Asian and Coloured Division of the Ministry of Education there is provision for the establishment of special classes in any school where more than six children are classified as educationally sub-normal. In such circumstances teachers may be awarded a responsibility allowance, and classes are limited to a maximum of fourteen pupils. The John Slaven School, Bulawayo, provides boarding facilities, assisted by government, for educationally sub-normal children. A government day school for physically-handicapped children, with a current enrolment of 109, was established at the St. Giles Medical Rehabilitation Centre, Salisbury, during 1966. Government also maintains the King George VI school for physically handicapped children at Bulawayo.

204. Apart from the government school system, a number of special institutions for European, Asian and Coloured severely sub-normal children have been established under private control. The Hopelands Trust began operations in Bulawayo during 1955 with the establishment of an occupational centre which, after re-organisation during 1962 as the Sir Humphrey Gibbs Centre, has come to provide a wide range of facilities from pre-school to adult education levels. During 1959 the Hopelands Trust established the Montgomery Heights Centre at Salisbury, mainly for the training of male adolescents. Two further institutions in Salisbury, the St. Catherine's Centre for school age children and the Homefield Centre for adults and female adolescents, were opened by the Trust during 1962.

205. All these institutions are relatively small in size. The Sir Humphrey Gibbs Centre in Bulawayo is currently responsible for 72 boarding and 57 day children, with a training and nursing staff of 36 and a domestic staff of 8; there is a teaching ratio of 1:6/8 in the classrooms. The Montgomery Heights Centre has 47 boys, with a training and nursing staff of 5 and 12 domestics. The St. Catherine's Centre has 37 boarding and 27 day trainees with a training and nursing staff of 18 and 11 domestics. Homefield has 77 boarding and 4 day trainees with a training and nursing staff of 9 and 16 domestics.

206. Subsidies paid by the Ministry of Social Welfare to all the institutions mentioned in the two preceding paragraphs are at the rate of $30 per child (or adult) per month. The Ministry also contributes 50 per cent towards the salaries of qualified teachers and of state registered nurses. However the cost of running the centres is relatively high. Since salaries are lower than in government schools, it is difficult to recruit qualified teachers. Fees are levied at the rate of $35 per month for boarders and $15,50 per month for day pupils.

207. In the African Division of the Ministry of Education, where compulsory attendance is not applied, there are no arrangements for educationally sub-normal classes in government schools. The Jairos Jiri primary school for African physically handicapped children, established at Bulawayo in 1962 and moved to Salisbury in 1967, is assisted by boarding grants and payment of the salaries of qualified teachers. The school currently has 15 boarding and 170 day pupils, with a teaching staff of 8.

207A. A number of private agencies are attempting to provide a service in the main urban localities. The Salisbury Society for the Care of the African Mentally Handicapped (Sascam) has operated a day centre, with a small residential block for the accommodation of mothers and children from the countryside, since 1964. SASCAM is currently responsible for 80 children, with a training and nursing staff of 6. Two other special institutions are operated by local committees in the Salisbury suburbs at Mabvuku, where there are 2 teachers and 16 children, and at Dzivarisekwa, where there is 1 teacher and 12 children. In Bulawayo, the Sibantu Bani Centre, established in 1974, admits small numbers of mothers and children for training periods of six months to one year. A small centre is also operating at Gwelo.

208. No capitation grants have so far been paid by the Ministry of Social Welfare to any of the centres for African children. Apart from the Jairos Jiri institution, no contributions are paid towards teachers' salaries by the African Division of the Ministry of Education, since none of the centres have been able to recruit qualified teachers. Fees are levied at a low level, the current rate at the Sascam institution being $4,50 per term (which includes the cost of transport and a hot midday meal). Sascam receives an annual grant of $ 1 000 from the Salisbury Municipality, which is set against rates and interest on building loans. The great bulk of the revenues of the centres is necessarily derived from charitable contributions.

209. A special option for qualified teachers to equip them to teach special or remedial classes has been provided by the University of Rhodesia Institute of Education, within the Bachelor of Education programme, since 1975. Previously, in 1970 and 1974, the Institute provided part-time courses for a Certificate in the Education of Educationally Sub-Normal Children.

210. From the information at our disposal we have no hesitation in reaching the conclusion that special and remedial education should continue to be the responsibility of private humanitarian agencies. Probably no other area of educational activity lends itself so readily to voluntary effort.

211. Equally, however, we are convinced that there must be more substantial support from public funds, and that such support must be more equitably and more effectively distributed amongst the various centres.

212. Within a racially integrated educational system, where compulsory attendance is no longer applied to children of any racial group, it is scarcely conceivable that there can be continuation of existing arrangements for the support of educationally sub-normal children in government schools. Selective entry to secondary schools can be expected to remove such children from schools where they are presently acceptable.

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213. The authorities of the existing centres for European, Asian and Coloured children have assured us of their readiness to open their doors to children of every racial group. Indeed, a small beginning has already been made through the employment of African staff in the Sir Humphrey Gibbs Centre, Bulawayo. All centres should adopt the principle of non-racialism, though it is almost certain that those in African areas will continue to be used by African children only.

214. Capitation grants, desirably at existing rates, should be paid by the Ministry of Social Welfare on behalf of children in all institutions which meet minimum standards of efficiency. There should be capital investment to enable the centres in African areas to bring their facilities up to the required standards. As soon as practicable, consideration should be given to arrangements for subsidising the salaries of teachers in all institutions. These suggestions will certainly be expensive. Yet the national community owes a special obligation to some of the least fortunate amongst our children.

215. Future expansion should as far as possible take the form of the establishment of new centres rather than the enlargement of existing ones. It is an important feature of special and remedial education that institutions should be sufficiently small to allow easy personal relationships between staff and pupils.

CHAPTER 14 - PRIVATE SCHOOLS

216. The existence of a strong private school structure can be expected to contribute two main advantages to our educational system. It can, in the first place, augment the facilities provided within the state-maintained sector of education. In the second place, it can maintain a service of experiment and innovation, achieving leadership and very high standards in many areas of educational activity.

217. Both these advantages have been amply illustrated in our country's educational history. All schools for Africans were founded and operated by missionary organisations down to the establishment of the first government school for Africans at Domboshawa in 1920. Though there was a subsequent steady shift of responsibility for African education away from the missionaries and into government hands, missionaries were the first to meet a demand for teacher education for Africans, at Hope Fountain and Penhalonga Missions, the first to provide academic secondary schooling for Africans, at Penhalonga (in 1939), and until recently the only agencies to provide educational facilities in large areas of the country. In the case of education for Europeans, the first educational institutions to be established in the new towns of Salisbury and Bulawayo, during 1892 and 1895 respectively, were independent schools operated by the Dominican Sisters, while the first secondary school in the territory was St George's College, opened at Bulawayo in 1896 (and transferred to Salisbury in 1926) by the Jesuit Fathers.

218. Amongst many examples of innovation and leadership emanating from the private schools we can cite the work of a member of the staff of Mount Selinda Mission, C.D. Alvord, in organising agricultural demonstration for the Department of Native Development during the 1930s, the inauguration of multi-racial education in independent schools for Europeans through the Bursary Scheme for African pupils of 1963, and the provision of high-quality Sixth Form facilities in some independent schools.

219. A remarkable recognition of the contribution which private educational institutions had already made to life in the territory, and a desire to provide them with the means of making a still greater contribution in the future, came from Cecil Rhodes, in a memorandum to the B.S.A. Company's London Board during 1898. 'You should only start a government school,' he wrote, 'where you think it is absolutely necessary and where you think that the voluntary schools are not sufficiently affected. I would in addition give a capitation grant to the church schools on the receipt of a certificate from a government inspector that the schools have passed a certain standard' (Nat. Arch. Rhod., MS L 0/1/9, p. 2867). Rhodes's ideas were carried into effect by the Education Ordinance of 1899 (Part A, sec. 1), and by later legislation, giving official recognition, and state assistance in various forms, to private schools.

220. In the interviews held for the purpose of this study it was made evident that no substantial section of opinion in the country wishes to see a disturbance of the existing freedoms of the private schools. The majority of witnesses proposed to leave them the same degree of public financial support which they enjoy at present, though a few wanted to increase this support. It can be concluded that the historical contribution of private schools to our educational system is widely appreciated, and that they will retain some function in the future.

221. The role of the private schools can nevertheless be expected to change in certain important respects. Already the missionary organisations - with a few notable exceptions, such as the Anglican Diocese of Mashonaland School Board - have given up control of their primary school systems, under the terms of the Plan for Education of 1966. It is reasonable to predict that there will be a future reduction in the number of missionary-controlled schools in the countryside, as money becomes available for more and more government-maintained / multi- lateral secondary schools. As in other African countries, missionary educationists are likely to move from school administration into other responsibilities, such as special education, the running of boarding hostels, or teaching in government schools.

222. In contrast to the missionary organisations, the authorities of independent schools, traditionally intended to meet a demand amongst European parents for a superior education along Public School lines, can not unreasonably anticipate the maintenance, and possibly the expansion, of their existing scale of operation. We are in no doubt, from our discussions with African political leaders, that such institutions will not be permitted to constitute a refuge for European families unwilling to accept non-racialism in the state-maintained school system. Non-racialism will be no less obligatory in independent as in government schools. Such a requirement, however, is hardly an obstacle to the continued growth of the independent schools, as educational institutions of quality, and we have found that it arouses no anxiety amongst their governing bodies. Indeed, the governing bodies point out that they themselves have been the pioneers of non-racial schooling, since the inauguration of the Bursary Scheme of 1963. With rising economic prosperity, an increasing

African professional and business group, and numbers of European children from prosperous families who fail to achieve places at state secondary schools, it would seem that independent schools can look forward to considerable demand for the facilities which they provide.

223. The point has been made to us by several heads of independent schools that, racial questions apart, there is a need to maintain the cultural character and traditions of certain independent schools, in the educational interests of all their pupils. Their cultural character would be lost, they suggest, if ever they were to reach a situation where they did not receive a large majority of their pupils from English-speaking homes. This argument we find to be reasonable, and we believe that future governments will find it advantageous, both on educational and on other grounds, to leave the cultural character of these schools undisturbed, provided of course that there is no exclusion of pupils on grounds of race.

224. On this matter we would express the view that it is not in the interests of the country for parents of any race to be forced to send their children to schools overseas, or outside our borders, because education of the type and quality they require is not available here.

225. Indeed it is much in the interests of the country that the independent schools should enjoy a wide measure of freedom in every aspect of their work, and that they should have opportunities for the sharing of experience and expertise with state-maintained schools.

226. It seems reasonable to expect that, with the organisation of a racially integrated school system, there will be a change in the method of providing public support for independent schools, now registered in the European, Asian and Coloured Division of the Ministry of Education. Public support is provided in the form of a subsidy to teachers' salaries, at present 50 per cent, calculated as if the teacher-pupil ratio were the same as that laid down for government schools. We strongly urge acceptance of the principle that, in any new arrangements devised by the re-organised Ministry, the independent schools should be guaranteed a level of support no less favourable than that which they enjoy at present. In addition, public support should be made available towards the cost of approved building projects and teaching equipment.

227. Almost certainly one of the most difficult problems facing independent schools with a predominantly European clientele will be the need to achieve a balance between, on the one hand, their obligation to maintain high academic standards and international associations, and, on the other hand, the obligation to bring their curriculum into closer identification with the life of the local community around them. We do not believe that the two obligations are necessarily incompatible. Indeed, in the development of studies in African languages, art, music and history, both as individual subjects and as integrated studies, there are significant opportunities for independent schools to assume leadership in curriculum development.

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228. A recent development within the private school sector has been the organisation of local 'community schools,' such as those within two of the Salisbury townships (Highfield and Rubatsiro), and the projected organisation of a similar school at Bulawayo, to provide secondary school facilities for those African children including those not selected for secondary education. The Highfield community school caters for about 1 200 children and the Rubatsiro institution for about 400. The curriculum represents an attempt to meet four broad educational needs: to provide secondary school courses for children who are capable of benefiting from them, but have not been able to win places in government schools; to provide courses leading either to direct employment or to technical training; to develop a sense of community responsibility amongst adults and young people; to help late developers to achieve entry into academic secondary education at Form III level. Control of the schools lies in the hands of a private trust which is attempting to raise the cost of basic educational facilities. Recurrent expenditure is met largely by contributions from parents, who have shown considerable enthusiasm for the project.

229. We believe that the community school movement represents an admirable example of the way in which private educational initiative can work to supplement facilities provided within the state system, and we urge that the community schools be entitled to the same terms of public support as other private schools. We also commend the building programmes of the community schools as an appropriate object for investment by philanthropic organisations outside the country, anxious to resume their support for social and economic development amongst our people.

CHAPTER 15 - FINANCE AND EXTERNAL AID

230. It has not been possible, with the information at our disposal, to attempt any detailed costing of most of the recommendations which have been discussed. To the best of our ability we have tried to identify matters of high priority, and to suggest the most effective use of educational manpower and money.

231. Calculations have been even more difficult to make in regard to the funding which may be available for educational development. The available support from internal sources will necessarily depend on a number of imponderables, such as the extent of economic recovery, and the extent to which any future government may be able to reduce the level of military expenditure. Every section of opinion in the country is clearly anxious for a substantial increase in public support for education. A target of 20 per cent of the total national budget (or about four times the current proportion) has been mentioned by some African political leaders as appropriate to educational expenditure, and provides some indication of the very high priority which they intend to give the matter. External support cannot be presumed upon, either in bilateral or multilateral form, and when available may well be tied to particular projects or lines of development.

232. A desire to avoid undue external influence over the shaping of our educational policies was shared by the great majority of those who were interviewed. Foreign aid was usually acceptable, but there was general resistance to the idea of 'strings attached'. Expatriate teachers and educational experts were acceptable when needed to meet particular manpower needs, but there was a firm preference, expressed by several African political groups, to use local residential expertise whenever possible, particularly that of native English-speaking teachers from amongst the white sections of the population.

233. Bearing these views in mind, in addition to the unusually complex nature of many development problems in this country, and the relative lack of contact with our affairs by most international development agencies over many years, it seems important to suggest that the main principles of educational planning should be laid down within our country itself, by planners who are closely acquainted with the local environment and its problems. It has been made abundantly clear during the course of this survey that a post-settlement government will be able to count on the support of a wide range of talented people, with experience of educational planning or administration. While we have been brought into contact with such people in many areas of activity, it seems particularly appropriate to point out the quality of work being done within several branches of the Ministry of Education, the Tribal Trust Development Corporation (f. 1968) and the Whitsun Foundation, established in 1975 to conduct investigations in the three areas of Manpower, Planning and Rural Development. It can be expected that these and other agencies will experience relatively little difficulty in adapting themselves to the service of a new political dispensation.

234. Local responsibility for educational planning need not prove incompatible with a large degree of external assistance, whether in terms of finance, or manpower, or the sharing of expertise. However, it is extremely desirable that the following principles should be observed: 1. external assistance should in general be related to specific projects or areas of development selected by the Government of Zimbabwe; 2. external monitoring and evaluation to ascertain if aid is being deployed effectively should be welcomed, but there should not be interference with aims and objectives decided within the country; 3. external agencies should be asked to provide those forms of assistance in which they have special capability or have acquired special experience.

235. In regard to the last of these principles it should be noted that the policy of H.M. United Kingdom Government for the past twenty years has been to concentrate the bulk of educational aid to developing countries in two main areas of activity, technical training and teacher education. (Cf. Cmd. 974, Assistance from United Kingdom for Overseas Development, 1960). Within these main areas there are a number of specific functions which United Kingdom development agencies could most appropriately be asked to perform. Amongst these, we would suggest the staffing and equipping of technological institutions at various levels; the training of teachers and others in the use of the media for the production of learning materials; the deployment of specialists in the teaching of English as a second language both in teacher training institutions and in certain key appointments in the schools; the provision of expertise in the organisation of public examinations. A substantial involvement by United Kingdom agencies in such activities could be expected to provide far-reaching benefits throughout our educational system. We do not of course overlook the possibility of United Kingdom assistance in

other appropriate forms, but suggest that there would be advantage in the implementation of a relatively small number of concentrated aid programmes.

236. Attempts should be made to tap particular resources of expertise in other potential donor countries, particularly the United States, and to adapt them to the needs of our own development programmes.

237. There are dangers to the quality of our educational institutions in the recruitment of large numbers of expatriate teachers, who are likely to have little understanding of our environment and cultural traditions, and to lack motivation to work for longer than a year or two in our educational system. The absence of enthusiasm for the deployment of expatriate teachers, evident amongst many of those whom we interviewed, apparently owes much to unhappy experiences with expatriate teachers in neighbouring countries, where they have often shown little commitment to the interests of their pupils. It seems wise to recommend that the recruitment of expatriate teachers should be concentrated on the acquisition of certain vital skills, such as the teaching of scientific and technical subjects and of English as a second language, which local resources may not be able to supply to an adequate extent for some time to come. Moreover, while we cannot anticipate the immigration policies which will be applied by future Zimbabwe Governments, it seems clear, from the particular point of view of the educational system, that greater advantage would be derived from the recruitment of small numbers of well-qualified immigrant teachers, with a desire to make a permanent career in our country, than from the acceptance of short-term contract personnel, with a much lower level of commitment.

238. It also seems wise to recommend greater observance of a principle originally laid down by the Asquith Commission in 1944 (pp.30-33) that students in developing countries should as far as possible receive their undergraduate education in their own country, so as to maintain affinity with the cultural traditions and real life needs of the people amongst whom they will serve. Support for undergraduate studies, and for other initial courses of training in higher education, should be heavily weighted in favour of institutions of higher education in this country. This need not remove the possibility of places being offered on some specialist courses available only abroad, such as has recently occurred in the case of administration courses in Carnegie-Mellon University, Pittsburg. A significant feature of the Carnegie-Mellon courses is the intention to develop close co-ordination with teaching facilities in the University of Rhodesia. Opportunities for postgraduate study abroad should continue to be provided through existing channels, on the grounds that such study can be expected to provide a valuable widening of experience for the future leaders of a developing country.

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CHAPTER 16 - SUMMARY OF RECOMMENDATIONS

239. The following general principles appear to provide a consensus of educational opinion in the country:

(a) Non-racialism.

(b) The first priority should be the extension and improvement of primary schooling.

(c) The second priority should be the extension and improvement of secondary schooling, with emphasis on skilled manpower needs.

(d) Non-formal facilities should supplement those in the formal school structure.

(e) The curriculum should reflect the traditions and needs of a multi-cultural African society.

(f) Educational standards should be high, as required in a meritocratic society.

(g) Freedom of parental choice and the freedoms of independent schools should be maintained.

(h) There should be full university autonomy and in return the University should contribute substantially to national development.

(i) There should be substantially increased provision for technological education.

(j) The profession of education should be highly esteemed.

(k) Educational policy and planning should be closely integrated with wider approaches to national development. (para. 47).

240. Application of universal compulsory primary education within a short time after independence is considered to be impractical. (para. 54).

241. More hopeful possibilities are seen in an alternative strategy, which requires all pupils selected for secondary schooling to commit themselves to the completion of at least four years of study, in the expectation that they will then contribute to the country's skilled manpower needs. (para. 55).

242. Fees should continue to be levied, in both primary and secondary schools, though a wide range of scholarships and bursaries should be made available. (paras 56/7).

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243. A progressive expansion of primary school facilities should be accompanied by an annual increase of up to 5 per cent in available secondary school places. (para. 58).

244. Planned expansion of primary and secondary school facilities should be closely co-ordinated with an expansion of institutions for teacher education. (para. 59).

245. Compulsory attendance to the end of Form IV should be introduced gradually in the primary school sector, beginning with the upper grades. (para. 60).

246. Existing arrangements for the compulsory attendance of European, Asian and Coloured children should fall away. (para. 61).

247. The two existing Divisions of the Ministry of Education, serving respectively African and European, Asian and Coloured Education, should be unified with minimum delay. (para. 66).

248. Concomitant with the re-organisation of the Ministry of Education there should be a re-organisation of the teaching profession to form a single teaching service. The standard of remuneration and conditions of service presently enjoyed by teachers in the European, Asian and Coloured Division should be extended to all teachers in government service, with appropriate modifications for those in missionary schools. (para. 68).

249. The existing salary differential between men and women teachers should be removed as soon as possible. (para. 69).

250. Careful attention should be given to the problems of personal relationships which can be expected to arise as the educational system undergoes far-reaching change. Training institutions should consider these problems in both pre-service and in-service courses for teachers. The integration of school staffs should take place according to a gradual and natural process, the cultural composition of the pupils of any school being normally reflected in that of the teaching staff.(para. 70).

251. Pre-school facilities can be expected to have special importance in preparing pupils for successful racial integration at the primary school level, and should become the responsibility of specialist officials within the Ministry of Education. (paras 83-4).

252. The Ministry should arrange for a national scheme of training for pre-school teachers. (para. 85).

253. When practicable, pre-school institutions should be supported by grants from the Ministry of Education. (para. 86).

254. The objectives laid down for the African primary school by the Lewis-Taylor Committee in 1974 should continue to be pursued, and should be adapted to the conditions of a racially-integrated school system. These call upon the primary school to 'provide a basis both for further formal and informal education whilst also being a terminal course;' 'relate more closely than hitherto to the needs of both the child and the community;' 'make provision for the continued expansion of primary education as opportunity offers.' (paras 87-89).

255. Careful preparation is necessary in order to ensure the evolution of sound non-racial traditions of education. Racially integrated primary schools should be zoned to particular localities. Government should designate each school as either 'high fee' or 'low fee,' and individual pupils should as far as possible be permitted to choose between attendance at high-fee and low fee institutions. (paras 90-92).

256. As a general rule primary school bursaries should be paid at the rate of the lower category of fees. (para. 93).

257. Whenever practicable, school councils should be elected by the parents and staff of individual primary schools, with power to levy General Purpose Fees, within limits approved by government, for the purpose of improving educational and recreational facilities. (para. 94).

258. A maximum entry age of 6 plus years should be rigidly enforced for entry into the primary school. Thereafter, promotion should be by age, with no repeating a grade. (para. 95).

259. In-service courses should be provided to improve the qualifications of existing primary teachers, particularly those who have received only two years teacher training after Junior Certificate level. (para. 96).

260. As a general rule the pupil-teacher ratio should not be allowed to exceed 40:1. Women teachers should be provided as speedily as possible for all pupils in Grades 1-3. Double-sessioning must cease at an early stage. (para. 97).

261. There is no realistic alternative to the use of English as the normal teaching medium throughout the educational system, and the study of the main local African language (i.e. Shona or Sindebele) by all pupils in primary schools and in the lower forms of secondary schools. There should be carefully-conceived curriculum reform, to encourage understanding and tolerance of different racial groups. (paras 99-100).

262. Children should be zoned to their neighbourhood school, regardless of race, as the normal basic unit of secondary education. (para. 104).

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263. Neighbourhood secondary schools should be designated by government as 'high fee' or 'low fee' schools, the only main exception to the zoning system being that pupils should be allowed some latitude in opting to attend schools out of their neighbourhood, where the fees are lower. As a general rule, state bursaries, as opposed to state scholarships, should be paid at the lower rate of fees. (paras 105-106).

264. Boarding places should be offered to candidates in order of educational merit on a non-racial basis, boarding schools being designated as high-fee or low-fee institutions. (para. 107).

265. Whenever practicable, school councils should be elected by the parents and staff of individual secondary schools, with power to levy General Purpose Fees, within limits papproved by government, for the purpose of improving educational and recreational facilities. (para. 108).

266. All candidates to be tested for their suitability for secondary schooling during Grade 7. Offers of places in government schools should imply a commitment to four years of secondary education. The tri-lateral secondary school, with facilities for academically-centred, technically-centred and general modern schooling appears most appropriate to our needs. (para. 109).

267. A maximum entry age of 13 plus years should be rigidly enforced for pupils awarded places in Form 1. (para. 110).

268. Co-education, though sound educational practice, might be wisely avoided at the lower secondary levels during the early stages of racial integration. (para. 111).

269. Substantial reform of the secondary school curriculum will be necessary, largely to give greater emphasis to local cultural traditions and environmental influences and to develop scientific and technological studies with a bearing on local industrial enterprise. (para. 113).

270. The Junior Certificate Examination should be abolished. The Rhodesian Certificate of Education should be extended to provide a qualification for all Form IV pupils judged incapable of making an effective attempt at Ordinary Levels. Technical subjects should be included as options in the Ordinary Level Examinations, which should continue to provide a qualification for entry to Sixth Forms and to training courses with a substantial academic content. (paras 114-115).

271. A full Sixth Form course of two years should continue as the normal preparation for university and other professional studies. In order to meet specific manpower requirements, and as an exception to the general rule, students should be admitted to certain courses after one year of Sixth Form study. (paras 116-118).

272. There should be a comprehensive investigation of the most appropriate system of public examinations, perhaps conducted within the University's Faculty of Education. (para. 120).

273. The Ministry of Education's Examinations Branch should undertake research into public examinations in our schools and should keep abreast of developments in examining elsewhere. (para. 121).

274. A Ministry of Training and National Development should be established with wide responsibility for non-formal education. (para. 127).

275. Regional Adult Education Centres should be established to co-ordinate a variety of different approaches to non-formal education. (para. 128).

276. Programmes of community development should take account, not only of the need to develop the occupational and domestic skills, but also of the possibilities of enriching rural life through the provision of courses of a more directly cultural nature. (para. 130).

277. Encouragement should be given to the establishment of community centres throughout the country, the protected villages being seen as possible growth points. It will be necessary to have good community leaders, itinerant instructors and a variety of special instructional materials. (paras 131-133).

278. Adult educational institutions of a semi-formal type, such as the existing Ranche House College in Salisbury, will be necessary in all larger urban centres. These should supply individuals with opportunities to qualify for re-admission to the formal educational system, at upper secondary and higher levels. (paras 134-135).

279. The proposed Ministry of Training and National Development should co-operate closely with the broadcasting authorities in producing learning material for non-formal education. (para. 137).

280. The Ministry should also co-operate with the correspondence colleges, who should be encouraged to produce learning materials specially suited to the local environment. (para. 138).

281. The University Institute of Adult Education should retain its character as a university teaching department, rather than become a co-ordinating agency, but individual members of staff should establish close relationships with other institutions of non-formal education. (paras 139-140).

282. Voluntary effort should continue to be encouraged in non-formal education. (para. 141).

283. It is necessary that there should be close co-operation between the various institutions engaged upon curriculum development, and that attitudes of tolerance and understanding should be encouraged amongst all curriculum workers. (para. 146).

284. The University's contribution to curriculum development should broadly fall into the following fields of activity:

(a) consultancy, support for planning and evaluation and the supply of data; (b) research and investigation of focal questions; (c) in-service courses at an advanced level and (d) participation in key curriculum projects. The University may also co-ordinate the work of other agencies and stimulate experiment and initiative amongst them (paras 147-148).

285. The Ministry of Education (African Division) Education Development Unit should in due course extend its responsibilities to a racially integrated school system and to secondary education. It should devote particular attention to African studies, in a broad sense, and to scientific and technological studies. (paras 149-150).

286. Encouragement should be given to the establishment of a small number of teachers' centres on an experimental basis. (para. 151).

287. Regional curriculum centres should be established, as an integral part of primary or secondary teachers' colleges in various centres. They should be capable both of designing and implementing curriculum programmes, and of providing opportunities for in-service education of teachers. It is highly desirable that small groups of teachers should be released for periods of one or two years to take part in the work of the centres. (para. 154).

288. A central advisory body should maintain an overview of curriculum development in all its forms. (para. 156).

289. The quality of our teachers is the most important consideration in any attempt to improve the educational system. (para. 157).

290. At the secondary level, it may be necessary, for several years at least, to accept a reduction of the present teacher-pupil ratio from about 1:20 to about 1:25. The great majority of teachers for Forms I-IV should be found through the establishment of new teachers' colleges and through the re-training of serving teachers with relatively low qualifications. More effective use should be made of graduate teachers, with Sixth Forms, and in certain key posts with lower forms. (para. 159).

291. Additional primary teachers' colleges should also be established. (para. 161).

292. Bulawayo Teachers' College should assume a new role as a centre for courses of re-training and should subsequently develop into a centre for in-service teacher education. (para. 162).

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293. Completion of at least four years of successful secondary education should be regarded as a minimum qualification for entry to all teachers' colleges. (para. 163).

294. New teachers' colleges should be brought as speedily as possible into association with the University Institute of Education. All the colleges should be encouraged to develop their own facilities for teaching courses at the higher academic levels. (paras 164-165).

295. The University Department of Education should move from its present main involvement in the one-year course for the Graduate Certificate in Education to the organisation of three-year B.Sc. (Education) Degree courses in one of the main teaching-subject areas, to be taken in close co-ordination with a professional course in education. The B.Sc. (Education) Degree courses should be offered at both honours and general studies levels and should have normal undergraduate admission requirements. (paras 168-170).

296. The Department of Education should devote increasing attention to research, curriculum development and teaching for advanced qualifications, as a contribution to national development. (paras 172-173).

297. Funding of the University through the procedure of Triennial Review Committees shou'd continue. (para. 181).

298. The University should retain the character of an institution marked by a high degree of <u>academic autonomy</u> and by <u>academic excellence</u>. (para. 183).

299. At the same time the University should demonstrate increasing recognition of the need for <u>academic relevance</u> to local development needs. (para. 184).

300. The University should also pioneer the deeper study of local cultural traditions, ensuring the development of an Afro-centred curriculum across the lines of teaching departments. (para. 185).

301. The University should maintain close associations with the international university community. (para. 186).

302. Two years of Sixth Form preparation for university study should be required, except in the case of certain specified courses which are intended to meet immediate manpower needs, when one year of preparation may be acceptable. (para. 187).

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303. The method of granting associate status to other institutions of higher education should be extended to give university standing to students in programmes which do not require standard entrance qualifications. The polytechnics should be specially considered for this arrangement. (paras 188 and 200).

304. There should be scrupulous observance of the non-racial principle, embodied in section 4 of the Royal Charter of incorporation of 1955. (para. 189).

305. The development of technological education calls for close informal co-operation between government, the training institutions and the industrial concerns. Central direction and co-ordination might be provided by the Ministry of Training and National Development suggested in an earlier paragraph. (para. 196).

306. In order to build upon existing experience as far as possible, polytechnic staff should be recruited from the United Kingdom, rather than from other countries. (para. 197).

307. The construction industry should receive high priority on the short-term development of technological facilities. (para. 198).

308. Consideration should be given to the establishment of new technological training institutions at rural growth-points. (para. 199).

309. Special and remedial education should continue to be the responsibility of private philanthropic agencies. (para. 210).

310. Capitation grants should be paid by the Ministry of Social Welfare on behalf of children in all special institutions which meet certain standards of efficiency and which operate on a non-racial basis. There should be capital investment to bring institutions in African areas up to the required standard. As soon as practicable, consideration should be given to arrangements for subsidising teachers' salaries. (para. 214).

311. Further expansion should as far as possible take the form of the establishment of new centres rather than the enlargement of existing ones. (para. 215).

312. Private schools, provided they meet minimum standards of efficiency and genuinely observe the non-racial principle, should be allowed to maintain their cultural traditions undisturbed, notably through the requirement that their pupils should possess a particular educational background. (para. 223).

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313. In any new financial arrangements devised by the re-organised Ministry of Education which we have proposed, the private schools should receive a level of support no less favourable than that which they now enjoy. In addition, there should be public contributions towards the cost of approved building projects and teaching equipment. (para. 226).

314. Private schools face a challenge to show leadership in the development of African studies. (para. 227).

315. Community schools should receive the same terms of public support as other private schools. The building programmes of community schools are commended as an appropriate object of investment by philanthropic organisations outside the country. (para. 229).

316. The main principles of educational planning should be laid down within Zimbabwe itself, with the support of local planning agencies. (para. 233).

317. External assistance should in general be related to specific projects or areas of development selected by the Government of Zimbabwe; external evaluation should be welcomed but there should be no interference with aims and objectives laid down within the country; external agencies should be asked to provide those forms of assistance in which they have special capability or experience. (para. 234).

318. United Kingdom agencies should be asked to concentrate their assistance on the staffing and equipping of technological institutions at various levels; the training of teachers and others in the use of the media; the deployment of specialists in the teaching of English as a second language; and the provision of expertise in the organisation of public examinations. (para. 235).

319. There should be no large-scale recruitment of expatriate teachers. The recruitment of expatriates should be concentrated on the acquisition of certain vital skills, which local resources may not be able to supply to an adequate extent. It seems preferable to recruit small numbers of well-qualified immigrant teachers, on a permanent basis, than to accept short-term contract personnel. (para. 237).

320. As far as possible undergraduate students should receive their training within Zimbabwe. Opportunities for post-graduate studies abroad should continue to be provided. (para. 238).

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Having, throughout this report, concentrated our attention on finding realistic solutions to the essentially practical problems of educational development in our country, we feel it is appropriate to conclude with certain idealistic considerations. The attempt to create a non-racial meritocracy in Zimbabwe, if successful, will not only bring great benefits to our own people, but must be expected to provide a salutory example for other communities, in Africa and elsewhere. All of us who work in education in Zimbabwe should be aware of the extent of the opportunities now presented to us and should meet them with enthusiasm.

Amongst many people who have assisted us in a variety of ways, we wish to thank particularly our research worker, Miss Linda Harwin, for her preparation of statistics, and Mrs Janet Higgins for secretarial support of a very high standard.

The views expressed in the report have been formulated in our capacity as a group of individual university teachers, and we must emphasise that they do not in any way represent an official statement of policy by the Faculty of Education or by any other authority within the University of Rhodesia.

Professor Norman Desmond Atkinson
Convenor.

Professor Peter George Seymour Gilbert

Professor Elizabeth Hendrikz

Professor Sidney Frederick William Orbell

SALISBURY, April 1978.

APPENDIX A

Questions discussed in interviews

1. What do you see as the main educational priorities in the future Zimbabwe? Is it most important to develop primary facilities? secondary facilities? other priorities?

2. To what extent should the school system be racially integrated? What selection procedures should be adopted?

3. What should be the language of instruction?

4. What reforms should be made in the primary curriculum?

5. In the secondary curriculum?

6. To what extent should the curriculum be required to conform to state policy?

7. What would be the most appropriate system of public examinations?

8. Do you favour the retention of a Sixth Form structure? Any changes which should be made in Sixth Form education?

9. What changes should be made in the university curriculum? What should be the entry level, the structure of undergraduate courses, the range of courses offered and the place of postgraduate research?

10. To what extent should the university be free to select its own staff and students and to determine its own curriculum?

11. What provision will be necessary in regard to non-university forms of higher education?

12. What arrangements should be made for teacher education? pre-service facilities? in-service facilities?

13. Should there be any changes in the terms and conditions of service of teachers?

14. In the event of a teacher shortage should there be use of expatriate teachers?

15. Do you envisage the creation of any new machinery for curriculum development?

16. Any increased educational use of the media?

17. Within the state-maintained educational system, how far would you allow control of schools by local communities?

18. What is your policy in regard to the payment of fees?

19. What degree of independence should be enjoyed by private schools? How far should they be supported by the state?

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20. What is your policy in regard to the attendance of children at schools/universities outside the country?

21. What should be the main roles of adult/continuing education? How should adult/continuing education be organised?

22. How would you summarise your educational programme?

23. How would you finance it, bearing the priorities in mind?

24. In what ways do you expect to utilise international aid?

APPENDIX B

LIST OF PERSONS INTERVIEWED

H. Bloomfield, Esq., General Secretary, Trades Union Congress.

W. Bailey, Esq., Managing Director, Tribal Trust Development Corporation.

E. Bulle, Esq., Vice-President, United African National Council.

J.M. Chamboko, Esq., District Social Welfare Officer, Highfield.

Dr G. Chavanduka, Senior Lecturer in Sociology, University of Rhodesia.

D. Close, Esq., Principal, Salisbury Polytechnic.

Mrs. K.M. Coleman, retired teacher, Salisbury.

Brigadier M. Collins, Educational Publisher, Salisbury.

T. Doolabh, Esq., Former Vice-President and Treasurer, Rhodesian Teachers' League.

G.S.B.G. Dudley, Esq., Chairman, Education, Training and Manpower Committee, Rhodesian Institution of Engineers.

S. Gapara, Esq., President, Rhodesian African Teachers' Association.

B. Gingell, Esq., Educational Publisher, Salisbury.

Dr J.M. Gopo, Education Secretary, African National Council (Sithole).

T. Guvi, Esq., Editor, Prize Magazine.

D.W. Hasluck, Esq., Planning Executive, Rhodesia National Farmers Union.

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J. A. Hungwe, Esq., General Secretary, Zimbabwe United Peoples' Organisation.

Mrs P. Hulley, Hopelands Trust, Salisbury.

Dr I. Hume, Director, the Whitsun Foundation.

N. Jardine, Esq., President, Rhodesia Teachers' Association.

S.P.A. Kelly, Esq., Chief Executive, Rhodesia Tobacco Association.

Lt-Col. W. Mac P. Knox, Chairman, The Rhodesian Front.

A.E.P. Kupfumo, Esq., General Secretary, Rhodesian Catering and Hotel Workers' Union.

G. Magadzire, Esq., Vice-President, African Farmers Union.

T.G.T. Mapfumo, Esq., Secretary, Municipal Workers Union.

M. G. Mills, Esq., Chairman, Diocese of Mashonaland Education Committee.

Mrs D. Mitchell, Council member, National Unifying Force.

C.G. Msipe, Esq., Education Secretary, African National Council (Zimbabwe).

M. Mutiro, Esq., General Secretary, Posts and Telecommunications Corporation Workers Union.

Bishop A. Muzorewa, President, United African National Council.

G. Ndlovu, Esq., African National Council (Sithole).

S. Nondo, Esq., Council member, Rhodesian African Teachers' Association.

D. N. Norris, Esq., Public Relations Officer, Tribal Trust Development Corporation.

J. Phehane, Esq., Educational Librarian, University of Rhodesia.

L. Rushambwa, Esq., Principal, Universal College of Commerce, Highfields.

Professor S. Samkange, Education Secretary, United African National Council.

M. Sifelani, Esq., Department of Natural Resources.

The Rev. N. Sithole, President, African National Council (Sithole).

A. J. Smith, Esq., Secretary for African Education.

D.F. Sutherland, Esq., Principal, Central African Correspondence College.

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S. Tavangwa, Esq., businessman, Salisbury.

The Rev. T. Tiravavi, Publicity Secretary, the People's Movement (Mugabe).

N.P. Williamson, Esq., Training Manager, Rhodesian Institute of Management.

Discussions were also held with groups representing the following interests:

Some African businessmen in Bulawayo.

The Heads of African secondary schools in Mashonaland.

The Heads of High Schools Association.

The Heads of Junior Schools (European, Asian and Coloured).

The Heads of Independent Schools.

The Sisters of the Order of St. Dominic.

Some members of the staff of the Teachers' College, Bulawayo.

Some members of the staff of the Tribal Trust Development Corporation.

The Hopelands Trust.

The Executive Committee of the Rhodesia National Farmers Union.

The M.Ed. Degree class, University of Rhodesia.

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APPENDIX C

Tables reproduced from A Programme for National Development: Data Bank, Education and Training Salisbury: Whitsun Foundation, 1978.

ENROLMENT IN SCHOOL BY GRADE, SEX AND DIVISION OF EDUCATION 1976

	NON-AFRICAN		AFRICAN		TOTAL	
	BOYS	GIRLS	BOYS	GIRLS	BOYS	GIRLS
PRIMARY						
Infants (1)/GRADE 1	2 908	2 801	84 812	79 284	87 720	82 085
" (2)/ " 2	2 768	2 524	77 958	71 693	80 726	74 217
Standard 1/GRADE 3	2 661	2 625	72 320	64 099	74 981	66 724
" 2/ " 4	2 695	2 517	65 011	55 726	67 706	57 643
" 3/ " 5	2 515	2 653	59 855	49 202	62 370	51 855
" 4/ " 6	2 604	2 522	50 426	37 009	53 030	39 531
" 5/ " 7	2 773	2 647	46 875	31 526	49 648	34 173
Primary Special	443	241			443	241
SECONDARY						
Form 1/GRADE 8	2 832	2 612	8 926	5 455	11 758	8 067
" 2/ " 9	2 951	2 784	7 791	5 078	10 742	7 862
" 3/ " 10	3 013	2 752	5 403	3 055	8 416	5 807
" 4/ " 11	2 938	2 566	4 360	2 527	7 298	5 093
" 5	1 306	938			1 306	938
LVI VIM	1 335	1 034	369	110	1 704	1 144
UVI	531	299	279	70	810	369
Secondary Special	322	232			322	232

(4)

GROWTH OF AFRICAN EDUCATION IN GOVERNMENT AND AIDED SCHOOLS 1960-1976

YEAR	PRIMARY ENROLMENTS TOTAL	PRIMARY ENROLMENTS GRADE 7	SECONDARY ENROLMENTS TOTAL	PRIMARY SCHOOLS TOTAL	SECONDARY SCHOOLS TOTAL	PRIMARY ED. BUDGET X 1000	SECONDARY ED. BUDGET X 1000	SPONSORED BUDGET PRIM. ED. X 1000
1960	484 299	17 136	4 139	2 652	23	N/A	N/A	-
1961	524 423	19 081	5 069	2 814	41	N/A	N/A	-
1962	560 356	22 434	5 972	2 990	41	N/A	N/A	-
1963	590 795	27 219	7 045	3 043	49	N/A	N/A	-
1964	610 268	33 011	8 846	3 060	59	1 623	708	-
1965	627 806	36 737	11 495	3 099	75	1 608	716	-
1966*	646 708	41 380	13 657	3 186	88	1 690	813	-
1967	664 706	43 781	15 770	3 112	92	1 737	963	-
1968	684 430	47 225	17 227	3 171	95	1 739	1 115	-
1969	679 555	44 359	19 578	3 217	108	1 836	1 227	-
1970	671 457	48 171	23 418	3 224	121	1 866	1 328	-
1971	639 043	47 206	26 077	3 233	131	1 824	1 464	2 011°
1972	695 432	53 018	29 012	3 219	140	2 074	1 696	4 504
1973	733 562	56 586	31 484	3 262	144	2 500	1 849	4 396
1974	776 963	61 848	33 690	3 267	146	2 325	2 034	4 056
1975	810 908	68 614	37 462	3 257	143	2 733	2 184	3 682
1976	829 235	N/A	40 686	3 275	149	3 073	2 621	1 643
1977+	860 000	N/A	47 520					
1978								
1979								
1980								

*Introduction of Junior Secondary Schools F(2) (non-academic) °Introduced January, 1971
+Estimate

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ENROLMENTS AND DROPOUTS IN GOVERNMENT AND AIDED AFRICAN SCHOOLS IN 1974 and 1975

Enrolments in Primary and Secondary Schools					
	1974		1975	Dropouts	Percentage Continuing
PRIMARY	(200 000)[a]	Grade 1	158 322	(41 678)	(79%)
Grade 1	153 618	2	145 294	6 826	94,6
2	139 434	3	132 608	12 218	95,1
3	130 802	4	118 584	6 649	90,7
4	111 267	5	104 610	18 110	94,0
5	101 243	6	83 133	10 367	82,1
6	79 019	7	68 652		86,9
7	61 881				
Total Primary	777 264		811 211	62 494	
SECONDARY		Form 1/Grade 8	12 600	49 281	20,4
Form I/Grade 8	12 649	II/Grade 9	12 126	523	95,9
II/Grade 9	11 465	III/Grade 10	7 352	4 113	64,1
III/Grade 10	5 013	IV	4 863	150	97,0
IV	4 072	VI Lower	417	3 655	10,2
VI Lower	398	VI Upper	373	25	93,7
VI Upper	341				
Total Secondary	33 938		37 731	57 747	

Source: D. Russell, African Education, Employment and the Community in Rhodesia, p.4.

[a]An estimate derived from the Monthly Digest of Statistics and other sources of the number of children who sought places in the primary schools at the end of 1974. This figure and the corresponding figures in brackets are not included in the total columns.

The table does not include the following enrolments (1975 figures given in brackets): Physically Handicapped (715), Unaided Farm Schools (12 955), Unaided Secondary (2 271), Government and Aided Agriculture/Craft/Homecraft (1 312) and Teacher Training (2 494). The total number of African pupils in 1975 was 868 689.

In 1974 there were 3 538 primary schools (3% government, 15% mission, 57% local government and committee, and 25% sponsored) and 150 secondary schools (18% government, 67% mission, and 15% committee and local government). (Annual Report 1974 : Tables 4 and 12).

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